

# **Measuring the Economic Impact *of* Federal Facilities *on* Central Business Districts**

*Final Report*

*Submitted to the US General Services Administration's Public Buildings Service by:*  
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# Measuring the Economic Impact of Federal Facilities on CBDs

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# Measuring the Economic Impact of Federal Facilities on CBDs

## Preface

1. This document is a product of an agreement between the U.S. General Services Administration and the National Trust for Historic Preservation, award number GS00C00AM0100, GSA reference number 185368.
2. The U.S. General Services Administration's Public Buildings Service, 1800 F Street, NW, Washington, DC 20405, is the awarding and administering acquisition office.
3. This document does not necessarily reflect the position or the policy of the government, and no official endorsement should be inferred.

# Measuring the Economic Impact of Federal Facilities on CBDs

## Introduction

Most community revitalization organizations know intuitively that federal agencies stimulate economic activity in central business districts (CBDs). The employees of federal agencies located in main street districts, for example, are also customers of the districts' restaurants, drug stores, banks and other businesses. Federal agencies sometimes contract with vendors nearby, such as printers and office supply stores. Federal agencies sometimes lease property from private property owners. All of these activities, and others, contribute to the economic health of the historic commercial district. But the economic impact of federal facilities on central business districts has never been measured.

The U.S. General Services Administration (GSA) – the largest public real estate organization in the United States – owns 1,800 buildings and leases 6,500 others in 1,600 communities throughout the nation, and many of these buildings are in CBDs. In 2000, the US General Services Administration's Public Buildings Service asked the National Trust for Historic Preservation's National Main Street Center to examine the economic impact of federal facilities on central business districts. The resulting information will help the General Services Administration and federal agencies make business, location and policy decisions and will help downtown management organizations provide better services to federal workers and customers and capture a larger share of federal expenditures.

This report sets forth the National Trust's findings about the economic impact of federal facilities on central business districts and outlines its recommendations for more effective partnerships between local governments, downtown management organizations, and federal agencies.

# Project goals

At a “Building Livable Communities” meeting convened by GSA’s Public Buildings Service in September 1999, meeting participants talked about the possibility of measuring the economic impact of federal facilities on downtowns and listed ways in which this information might be used. The list was a long one – but the needs mentioned most often were:

- helping the GSA build good will within the community,
- demonstrating positive economic impact on the community and the older commercial district,
- generating public awareness of the importance of federal facilities,
- examining the policy implications of federal agency location decisions,
- determining if the district’s businesses adequately meet the needs of federal workers, and
- helping fulfill GSA’s mandate under the federal Livable Communities Agenda.

Participants asked many questions, also, such as:

- Do federal agencies located in pedestrian-friendly facilities attract more customers than those locating in facilities less accessible to pedestrians?
- How might the costs and benefits of two different potential locations – one with high potential economic benefit to the community, one with lower potential economic benefit – be weighed against one another? What should be the protocol for making location decisions when a site of greater economic benefit to the community may be more expensive for GSA to acquire or maintain?
- Which federal agencies appear to have greatest economic benefit for historic commercial districts? Should this affect location decisions?
- Might location decisions for more federal agencies be made on a regional, rather than local, basis?
- How can GSA ensure that commercial entities leasing space within GSA-managed and owned buildings complement, rather than compete with, the district’s overall mix of businesses?

Our goals, then, were to develop a set of tools – surveys and spreadsheets, in particular – that GSA staff could use to examine how the federal government’s presence in a CBD affects that district’s economy, to test these tools in a few pilot sites, and, with the data gathered through these pilot sites, to take a preliminary look at the economic impact of federal facilities on CBDs.

# Selecting pilot sites

In our initial conversations with GSA staff, we talked about the range of characteristics we might look for in selecting pilot sites. We hoped to select pilot site that would offer the greatest possible range of situations, such as:

- Geographic diversity
- Different population characteristics:
  - Rural/small-town downtown
  - Downtown of midsize city (e.g., 50,000-150,000 population size)
  - Urban CBD
  - Urban neighborhood commercial district
  - First-ring suburb
  - Border community
- “Buying power” differential:
  - A community in which there is no significant difference between the buying power of federal employees and the buying power of others who work within the district
  - A community in which there is a significant difference between the buying power of federal employees and the buying power of others who work within the district
- Federal agencies whose employees constitute different proportions of the overall district’s employee population
  - District in which federal agency employees constitute a relatively large percentage of the district’s overall employee population
  - District in which federal agency employees constitute a relatively small percentage of the district’s overall employee population
- Different types of federal facilities (all leased or owned by GSA):
  - High public access
  - Limited public access
  - Post office building with other federal offices
  - Post office building with no other federal offices
  - Federal court building
  - Federal office building
  - Building with long-term lease (and federal agencies which have been in this location for at least five years)
  - Building in which federal agencies have moved to this location relatively recently

- Different design configurations:
  - A community with federal buildings which are very accessible to the street and inviting to pedestrians
  - A community with federal buildings which are relatively inaccessible (e.g., deep setback, lack of ground-floor windows, limited hours, cumbersome or threatening security gate, etc.)

Although we had initially hoped to select 5-10 pilot sites, we scaled the project back and ultimately selected three communities:

- Athens, Georgia, a relatively small city with a vibrant downtown – in part because of the presence of the University of Georgia, which borders the CBD – and with relatively few federal agencies in the downtown area.
- Baltimore, Maryland, a relatively large city with a large number of federal facilities in the CBD
- Springfield, Illinois, a mid-size city and state capitol, with many government agencies in the CBD (most of which are state government agencies)

Selecting three communities, rather than 5-10, limited the number of variables we could include (and, in some instances, limited the data we could collect and, therefore, the questions we could answer). But the three pilot communities covered many of the major variables – population size and the relative presence of federal government agencies, in particular – and yielded some dramatic information about the economic impact of federal facilities on CBDs.

### Athens: *market overview*<sup>1</sup>

From the building of the first grist mill on the Middle Oconee River, to becoming the frontier terminus of the railroad from Augusta, Athens has been a trading and distribution center for the Northeastern region of Georgia beyond the reach of navigable streams. The Grist Mills were followed by water dependent textile and machinery plants, a foundry and during the Civil War, a firearms manufacturing plant. Textiles and manufacturing, including a baseball bat factory, dominated the industrial economy up until the mid 1950's.

The town's "academic economy" began with the opening of the University of Georgia in 1801. The University's main campus, immediately adjacent to downtown covers 605 acres and includes 313 buildings. Student enrollment for fall 2000 was 31,288. With 2,775 faculty members, 2,689 professional staff, and 4,331 support staff, the University is the largest employer in the area, followed by health care (2,800), poultry processing (2,700), the music industry (1,700), the school system (1,600), and county government (1,300). Major employers

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<sup>1</sup> Information provided by the Athens Downtown Development Association.

of the downtown district include retail and restaurant, county government, federal government, banks and the University.

Two University decisions in the early 1980's had major impacts on the downtown area economy:

- not to construct any additional dorms, and
- not to allow alcohol on campus.

Not adding to the 5000 rooms on campus created demand for second and third floor apartment space in downtown commercial buildings as well as the conversion of a parking deck and hotel into apartments. The growth of the student body also fueled the creation of a large number of dense student apartment complexes near the downtown and Campus.

The transfer of student alcohol consumption from University-related facilities and residences to the downtown area created market demand for more facilities for socializing and entertainment. To be competitive, a club needed live music. The proliferation of venues allowed local bands a chance to play and develop their craft, and a successful local music industry, centered on the downtown, was created. Some, like the B-52s, eventually left for New York or Los Angeles, but later successful groups, like R.E.M. and Widespread Panic, continue to live in Athens. With the growth in bands came about a dozen recording studios, small independent labels, and management companies. Currently there are around 80 music related businesses and over 250 bands in Athens.

The growth in downtown housing and night time entertainment brought about a transition from a traditional, 9-to-5 central business district into a true 24-hour mixed-use area of retail, restaurant, office, residential and entertainment district.

The downtown's greatest market weakness is the loss of office tenants to suburban developments. Only legal services continue to cluster within walking distance of local, state and federal courts. But the number of dot-com start-ups, especially in the creative/content areas, is increasing. Many of these "new media" firms are growing out of the music-related businesses.

Through careful attention and management by the local Main Street program, and strong opposition by the merchant community to street closings and on street parking changes, the retail sector has maintained a healthy mix of mostly independent adult and student oriented clothing, gifts, and accessories. There is concern of student bars replacing on street retail, however the number of establishments (including restaurants) serving alcohol has stabilized at around 70, up from ten in the late 1980s. Also, the growth in adult conference traffic from the new 1995 convention center is being felt through the opening of upscale restaurants, sometimes in place of student bars. The convention center, and some special promotions are also bringing in needed business during the typically slower summer months.

Going forward, the district's greatest challenges involve competition between downtown residents and people coming downtown for music and dining; the service and infrastructure demands of having two "peak" visitation hours per day (at noon and at midnight); underage drinking; the large volume of solid waste created by the district's strong restaurant industry;

and the gradual movement of professional offices out of the district and into converted houses and into outlying office parks.

### Springfield: *market overview*<sup>2</sup>

Downtown Springfield's central business district comprises approximately 65 square blocks contiguous with the downtown Tax Increment Financing (TIF) district boundaries. The district is centered on the Old State Capitol state historic site, the focal point of the downtown square and the six-block National Register Central Springfield Historic District. On the southwest boundary of the district is the State Capitol Complex; on the southeast, the Lincoln Home National Historic Site. The district's north boundary is formed by the area's major medical complexes—St. John's Hospital, Memorial Hospital, and the Southern Illinois University School of Medicine.

In the district's northeast quadrant, construction has recently begun on the new Abraham Lincoln Presidential Library and Museum, a major \$115 million project jointly funded by federal, state, municipal and private interests.

For the past five or six years, Downtown Springfield has experienced a gradual economic resurgence after several decades of decline and disinvestment.

In 1977, White Oaks Mall opened on the west edge of the city, siphoning off most of the major downtown department stores and retail business. This led to a decrease in the tax base, deterioration of properties, and a reduction in employment opportunities downtown.

In 1981, the City of Springfield established the Central Area (or Downtown) TIF district. After formation of the TIF district, a limited amount of new development occurred, but two large project in the late 1980s—the Renaissance Hotel and Lincoln Square Apartments—began to generate significant revenue, which was then reinvested in the downtown.

In recent years, the pace of the program has increased, and more widespread activity is occurring. In the 1990s, over 360 building permits were issued and over 50 projects received TIF assistance through building rehabilitation loans, business loans, façade easements, rent rebates, and other TIF-funded programs. In addition, the City has used TIF funds to develop parking ramps and garages and assist with a variety of site clearance and public infrastructure activities. The most recent of these was a \$1.5 million redesign and renovation of the South Plaza, a major public space on the Old Capitol Square, for which TIF money provided the municipality's match for a Department of Transportation grant.

As originally established, the Central Area TIF district was to expire in December 2004. However, because of the lack of significant progress in the first decade of the program and the City's obligation to the Abraham Lincoln Presidential Library, to which the City has committed over \$10 million in funding, it was determined that many projects would not be accomplished unless the life of the TIF were to be extended. In November 1999, the City of

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<sup>2</sup> Information provided by Downtown Springfield, Inc.

Springfield adopted an amendment to extend the life of the TIF district through December 31, 2016. This extension should spur various redevelopment projects, in addition to the Abraham Lincoln Presidential Library, which will be located in the district.

In 2000, the TIF district funded 16 projects for a total of \$4.32 million, in addition to \$928,600 spent on land acquisition for the Lincoln Presidential Library and \$664,000 on debt service.

Currently, the major employer in the district is the State of Illinois, with some 25 state offices and agencies housed within the downtown TIF boundaries, almost all in leased office space. These agencies employ approximately 5,000 people. There are also numerous state associations. The City of Springfield employs approximately 1,800, with a majority of those being downtown; the Sangamon County Complex is in the downtown district, with over 500 employees. Other major downtown employers include Horace Mann Insurance, legal and accounting firms, and five financial institutions. A number of federal offices are located in the Paul A. Findlay Building and U.S. Courthouse, in the downtown district.

Immediately adjacent to the downtown district's boundaries are Memorial Medical Center, St. John's Hospital, SIU School of Medicine, Ameritech, and American General Insurance. All of these provide a market for downtown shops, restaurants, and service businesses.

Since the medical complexes are just outside the TIF boundaries, their employee base of over 7,000 full-time workers (plus 1,400 part-time), is not included in the figure above. The employee figure also does not include those who work at the Capitol Complex, which is two blocks west of the TIF boundaries.

In addition to the downtown employee base, stabilized by the large number of state, city/county, and federal government workers, tourism plays a major role in the downtown economy. Historic sites in the central business district include the Old State Capitol, the Lincoln-Herndon Law Offices, and the Lincoln Home National Historic Site. Immediately adjacent to the central business district are Frank Lloyd Wright's Dana Thomas House and the Capitol Complex, with attractions that include the State Capitol and the Illinois State Museum.

Springfield also attracts significant convention business each year. Two major hotels, the Springfield Hilton and the Renaissance, are in the downtown district, as is the Prairie Capitol Convention Center.

In the late 1970s, a private property owner converted the vacant upper stories of several downtown buildings to market-rate residential apartments. The large Lincoln Square development in the late 1980s stimulated a downtown residential trend that continued through the 1990s. Today the development of upper stories for residential use is on the rise, and demand for these spaces is high.

The most obvious retail growth downtown over the past five years has been in the restaurant, upscale bar, coffee house, and entertainment sectors. Specialty retail is still struggling, though there are a few flourishing shops. General retail is sparse, though there is one full-service pharmacy/general merchandise. There are no grocery stores (though one is

in the planning stages) and no hardware store. There is one upscale men's apparel shop, which has been located downtown for many years. There is limited women's apparel. For the most part, shop and restaurant hours cater to the weekday employee base, less frequently to the weekend visitor. A Farmers' Market is starting up this summer around the Old State Capitol Square. The downtown square is also the venue for numerous other special events, parades, and civic activities.

Major challenges include parking management, due to the large employee base; business retention, particularly of state offices, financial institutions, and other key employers; incentives for development of underutilized property, some of which appears to be overpriced; the increased demand for residential development; and stimulation of specialty and other retail businesses.

Downtown Springfield, Inc., is a Main Street organization that provides ongoing management for the historic downtown district, in close partnership with the City of Springfield. The City provides minimal funding to Downtown Springfield, Inc., but does contribute in-kind services and reinvest TIF district money heavily in downtown improvements and infrastructure.

### Baltimore: *market overview*<sup>3</sup>

Historically a major shipping center and working waterfront, downtown Baltimore suffered significant disinvestment in the 1950s and 1960s as industries relocated and suburban expansion drained the CBD of many of its residents, offices, and retail businesses. But an ambitious redevelopment effort launched in the early 1970s has attracted significant new investment and transformed the downtown district. Some of downtown Baltimore's key developments of the past few decades – particularly Inner Harbor (the festival marketplace developed by James Rouse) and Camden Yards (home of the Baltimore Orioles) – are award-winning models emulated by cities across the nation.

In recent years downtown Baltimore's economy has been relatively stable. The downtown is home to about 2,500 companies, with a total of about 95,000 workers. While net job growth in the CBD was higher in 2001 than in 2000, the rate of job growth was lower than the overall rate of growth in the region and state. Most new job growth in downtown Baltimore now appears to be coming from the expansion of existing businesses and from growth in the service and hospitality industries, while corporations located downtown have made personnel cuts. This is gradually replacing higher-paying professional jobs with lower-paying jobs related to tourism, entertainment, and food service.

Downtown Baltimore's commercial real estate market appears to be weakening somewhat, as the slowing national economy. While 149 development projects were underway in 2001, with investment totaling \$2.6 billion, there are fewer projects in the pipeline for the next several years. Demand for Class A office space – of which the CBD has had a shortage in recent years – remains strong. the combined vacancy rate for Class A and Class B office

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<sup>3</sup> Information provided by the Downtown Partnership of Baltimore, Inc.

space was about 12 percent in 2001. The CBD also suffers from a parking shortage, but several new garages are expected to be under construction in the near future, which will at least partially alleviate this problem.

Government – federal, state and local – is the district’s largest employer, providing almost one-quarter of all the jobs in the CBD. Finance and insurance, health care, and professional services are also significant employers. The overall percentage of downtown office workers is dropping, though, from 51 percent in Class A and B office space in 2000 to 49 percent in 2001.

In 1997 the city created a Downtown Housing Council, and housing production in the CBD and contiguous neighborhoods (the West Side, Waterfront, and Mt. Vernon neighborhoods) has increased steadily since then. The CBD currently has about 700 apartments, and there are several significant redevelopment projects underway, including creation of 36 loft apartments in a historic downtown building and conversion of a key building in the Financial District, at the intersection of Fayette and Calvert Streets.

# Designing and conducting the surveys

In each of these three pilot communities, regional GSA staff and local downtown management organization staff conducted five surveys. These five surveys formed the core of the data collected for this project:

- A survey of federal workers in each of the three pilot site's CBD
- A survey of people visiting each of the three CBDs
- A survey of federal agencies in each of the three CBDs
- A survey of federal facilities in each of the three CBDs
- A survey of economic benchmarks for each of the three CBDs

The survey data was then entered into Microsoft Access databases for analysis. We also used some external data – notably the U.S. Bureau of Labor Statistics' *Consumer Expenditure Survey* – for additional analysis.

## Survey of Federal Workers

The *Survey of Federal Workers* asked for information about:

- *Demographic characteristics of federal workers.* The amount of money people spend is strongly influenced by their income, age, ethnicity, and other demographic characteristics. This information enabled us to estimate the buying power of the three pilot CBD's federal workers.
- *Federal workers' shopping habits.* This section of the survey helped us understand the extent to which federal workers shop and do business within the central business district.
- *Residential characteristics of federal workers.* We were interested in finding out if the presence of federal offices downtown might influence some federal workers to live in or near the downtown, which would economically benefit the district.
- *Transportation characteristics of federal workers.* This information helped us understand how federal workers travel to the central business district and how much they spend on transportation.
- *Federal workers' attitudes about various characteristics of the CBD.* Two of the three sites included a question in their *Surveys of Federal Workers* asking federal workers to rate about a dozen CBD characteristics, such as “cleanliness” and “merchant friendliness.” This information helped us understand CBD characteristics the downtown management organization might need to improve.
- *Suggestions.* The survey asked several open-ended questions, soliciting suggestions from federal workers. Since federal employees are in the CBD almost every day, they

presumably know the district and its businesses quite well, making them a potentially valuable source of information and opinions.

In Athens and Springfield, which have a relatively small number of federal workers, the local GSA staff surveyed all federal workers in the CBDs. In Baltimore, which has more than 7,000 federal workers, the GSA staff surveyed a representative sample of federal workers in the CBD.

Logistically, Athens' *Survey of Federal Workers* was the most successful. Staff from the Athens Downtown Development Association and GSA regional staff organized a lunch for all federal workers in downtown Athens. At the lunch they explained the survey's purpose, then distributed surveys. By the end of the lunch, all the surveys were completed. The experience also strengthened the relationship between Athens' downtown management organization, federal agencies in the CBD, and GSA's regional office. The Athens Downtown Development Association and GSA have collaborated on several other activities since the survey was completed.

Baltimore's *Survey of Federal Workers*, however, was logistically difficult. The large number of federal workers in downtown Baltimore (approximately 7,400) meant that surveying *all* federal workers (as was done in Athens and Springfield) would have been impossible. Instead, we needed a "random sample" of about 400 of the 7,400 downtown workers, meaning that every federal worker had an equal probability of being selected for the survey. Using "random sample methodology" makes it possible to apply the responses of the people surveyed to the entire (larger) population of federal workers in the CBD. But federal agency representatives in downtown Baltimore were worried that, by numbering the surveys or specifying which workers should participate in the survey, we would be able to attribute confidential information from the survey to specific individuals. Although we created a method which would ensure confidentiality *and* ensure a good random sample, many of the agencies did not distribute the surveys to their workers.

As a result, the completed surveys we received represent workers in only about half of all federal agencies in downtown Baltimore. This undoubtedly affected the reliability of Baltimore's *Survey of Federal Workers*. There are, in fact, some noticeable differences in the overall patterns emerging from Baltimore's *Survey of Federal Workers* and those conducted in Athens and Springfield, from relatively small things (e.g., the percent of federal workers in downtown Baltimore who report that they "usually" buy dinners in the CBD is only about half of that in downtown Athens and downtown Springfield) to larger, more significant things (e.g., the overall economic impact per federal worker in downtown Baltimore appears to be one-third or less of that in Athens and Springfield). It is impossible to determine if these different patterns are related to the fact that Athens and Springfield are relatively similar in terms of total population and total number of federal workers in the CBD, while Baltimore is a much larger city with a higher percentage of federal workers downtown, or it is related to the problem with survey administration.

If data on the economic impact of federal facilities is gathered in additional cities in the future, it will be essential that federal agency staff feel comfortable with the confidentiality of the *Survey of Federal Workers* and that a random sample of workers in *all* federal agencies in the CBD be conducted.

## Survey of Downtown Visitors

The *Survey of Downtown Visitors* asked for information in some of the same categories as the Survey of Federal Workers, plus a few more:

- *Information on where respondents live and work:* This information helped us understand how the shopping habits of people who live or work in the downtown differ from those who don't. It also provided information on the percentages of downtown workers, downtown residents, and others who visit the central business district.
- *Information on visits to federal offices:* The survey asked respondents to tell us which federal offices they visit, how often they visit them, and the purposes for which they visit them. This information helped us understand the extent to which the presence of federal offices draws people to the central business district.
- *Information on shopping habits:* The survey asked respondents to tell us where they usually shop for a range of goods and services. This information helped us understand how well downtown businesses are doing at capturing sales from people who visit the central business district (whether they're visiting a federal agency or visiting the downtown for another reason).
- *Demographic information:* As with the Survey of Federal Workers, the Survey of Downtown Visitors also asked respondents to tell us a little about their demographic characteristics - their age, household income, ethnicity, and household size – which helped us estimate the buying power of people who visit federal agencies and how much of that buying power the district's businesses are capturing.

The *Survey of Downtown Visitors* was conducted as an “intercept survey,” meaning that visitors were literally “intercepted” on the street and asked to complete a survey. In all three sites, representatives of the downtown management organizations surveyed a representative sample of about 400 downtown visitors. As with the *Survey of Federal Workers* conducted in Baltimore, the *Surveys of Downtown Visitors* were conducted using random sample methodology so that the responses of the people surveyed to the entire population of downtown visitors.

## Survey of Federal Agencies

The *Survey of Federal Agencies* was completed by a staff member in each federal agency in each of the three pilot sites. In practice, not all federal agencies returned completed surveys to us – but we collected a reasonable set of completed surveys, enabling us to examine things like:

- the number of federal workers within the central business district (which is central to the process of estimating the 'buying power' of federal workers),

- each federal agency's accessibility to the public (which is important factor in determining the extent to which an agency attracts people to the central business district),
- how much each federal agency spends on operation and administration and on whether it procures any services for these activities from businesses within the central business district, and
- how many people visit each federal agency for routine business and for special events.

The *Survey of Federal Agencies* went smoothly, from a logistical standpoint – until a federal agency in one of the three pilot sites became suspicious that the survey might be gathering sensitive information that could be used for nefarious purposes. Eventually GSA staff were able to convince the federal agency that the survey was legitimate and should be completed.

## Survey of Federal Facilities

The *Survey of Federal Facilities* was completed by a local GSA staff member for each GSA-owned facility.

Like the *Survey of Federal Agencies*, the *Survey of Federal Facilities* was intended in part to provide information on procurement contracts and purchases made by each federal facility. We found, however, that most things we listed in the survey were provided by a GSA regional office or GSA headquarters, or the entries were left blank. If data on the economic impact of federal facilities in CBDs is gathered in other cities in the future, we recommend that this section of the *Survey of Federal Facilities* be omitted.

The *Survey of Federal Facilities* also asked for information on space in each GSA-owned facility that is leased to a private-sector tenant. To our surprise, only one of the facilities surveys mentioned a private-sector tenant (in Baltimore). And it included information about building occupancy, security procedures, and other characteristics that provided us with an overall understanding of each facility's use and accessibility.

## Survey of Downtown Benchmarks

The *Survey of Downtown Benchmarks* was completed by a staff member of each of the three downtown management organizations – the Athens Downtown Development Association; Downtown Springfield, Inc.; and the Downtown Partnership of Baltimore. This survey collected information on the overall health of each CBD – its total supply of commercial space, occupancy rates, property value, rental rates, overall numbers of downtown workers, and other information invaluable for an overall understanding of each district's economic condition.

# Findings

## The impact of people who visit federal offices

### **To what extent do federal offices attract people to CBDs?**

In two of the three pilot sites, almost one in five people cited “visiting a federal office” as his or her primary reason for visiting the CBD. Together, an average of 13 percent of the people visiting the CBDs of the three pilot sites said that their main reason for visiting the CBD was the presence of a federal office.

**TABLE 1: Percent of visitors whose primary reason for visiting the CBD is to visit a federal office**

City	% of downtown visitors visiting federal office
Athens	17.2%
Baltimore	18.6%
Springfield	3.7%
<i>Average:</i>	<i>13.2%</i>

### **How many people visit federal offices in the three pilot sites, and which agencies attract the greatest numbers of visitors?**

Federal agencies in the three pilot sites report having between 573 (Athens) and 4,792 (Baltimore) visitors each week, or between 30,000 and 248,000 visitors annually. Almost all downtown visitors surveyed report visiting federal agencies between one and four times annually, at most, so it is reasonable to assume that most of these visitors are unique visitors.

The federal agency which attracts the greatest numbers of visitors in all three pilot sites is the US Postal Service. While only one of the three sites reported data from its downtown post office (Athens), this single site reported visitation more than three times greater than any other federal agency in any of the three pilot sites.

**TABLE 2: Number of federal office visitors, Athens**

Agency	Visitors/week	Visitors/year
Dept. of Defense - Army/Air Force Recruiting	118	6,136
Dept. of Agriculture - Farm Service Agency	2	104
Dept. of Treasury - Internal Revenue Service	225	11,700
Dept. of Agriculture - National Ag Statistical Svc	5	260
Dept. of Agriculture - Natural Resources Cons Svc	5	260
Dept. of Agriculture - Rural Housing Service	63	3,276
Dept. of HHS - Social Security Administration	100	5,200
Dept. of Defense - Army Corps of Engineers	30	1,560
Judiciary - US District Court	25	1,300
Subtotal:	573	29,796
<i>Total visitors, Athens, with estimate of missing agencies:</i>		<i>32,000</i>

The federal offices which attract the most visitors in each of the three pilot sites are:

*In Athens:* US Postal Service, Internal Revenue Service, Army/Air Force Recruiting Office, Social Security Administration. *In Baltimore:* Immigration and Naturalization Service; Internal Revenue Service; US Trustees; Veterans' Affairs. *In Springfield:* US Bankruptcy Court; US District Court; US Attorneys; Social Security Administration

**TABLE 3: Number of federal office visitors, Baltimore**

Agency	Visitors/week	Visitors/year
Dept. of Defense - Contract Management	20	1,040
Dept. of Hsg & Urban Dev. - Ofc of Inspector Gen	5	260
Dept. of Justice - Immigration and Naturalization	2,500	130,000
Dept. of Justice – Probation	100	5,200
Dept. of Justice - Public Defenders	15	780
Dept. of Justice - US Attorneys	40	2,080
Dept. of Justice - US Trustees	500	26,000
Dept. of Labor - Federal Compliance Programs	5	260
Dept. of Labor - ESA/OWCP/LS/HW	15	780
Dept. of Labor - Wage and Hour Division	10	520
Dept. of Transportation - Railroad Retirement Board	25	1,300
Dept. of Treasury - Alcohol, Tobacco, Firearms	5	260
Dept. of Treasury - Customs Service	75	3,900
Dept. of Treasury - Internal Revenue Service	1,000	52,000
Dept. of Treasury - Secret Service	10	520
Equal Employment Opportunity Commission	35	1,820
Fallon Child Care Center	4	208
GSA - Public Buildings Service	8	416
National Labor Relations Board	37	1,924
Small Business Administration	15	780
Judiciary - US Court of Appeals	25	1,300
Judiciary - Bankruptcy Court	63	3,276
Judiciary - US District Court	100	5,200
Veterans Affairs	150	7,800
Not specified	30	
<i>Subtotal:</i>	<i>4,792</i>	<i>247,624</i>
<i>Total visitors, Baltimore, with estimates of missing agencies:</i>		<i>296,000</i>

There were a number of agencies which did not report the numbers of people who visit them – four agencies in Athens (out of a total of 13 agencies), 17 in Baltimore (out of a total of 42), and 5 in Springfield (out of a total of 12). It is certain, therefore, that the federal agencies in the three pilot communities attract significantly more visitors than reported – probably boosting overall totals to around 32,000 visitors annually to federal agencies in downtown Athens; 296,000 visitors to downtown Baltimore; and 32,500 visitors to downtown Springfield.

**TABLE 4: Number of federal office visitors, Springfield**

Agency	Visitors/week	Visitors/year
GSA - Federal Technology Service	5	260
GSA - Public Buildings Service	5	260
Dept. of HHS - Social Security Administration	10	520
Dept. of Justice - US Attorneys	20	1,040
Judiciary - US Bankruptcy Court	350	18,200
Judiciary - US District Court	150	7,800
US Senate	25	1,300
<i>Subtotal::</i>	<i>565</i>	<i>29,380</i>
<i>Total visitors, Springfield, with estimates of missing agencies:</i>		<i>32,500</i>

**How do the demographics of people whose primary reason for visiting the CBD is to visit a federal office differ from those of all people visiting the CBD?**

The demographic characteristics of people whose primary reason for coming downtown is to visit a federal agency generally parallel those of the overall population visiting the CBD.

**TABLE 5: Demographic characteristics of CBD visitors**

Characteristic	CBD visitors					
	Athens		Baltimore		Springfield	
	Federal	All	Federal	All	Federal	All
Gender						
Female	49.3%	40.9%	37.3%	46.6%	64.3%	41.5%
Male	50.7%	59.1%	62.7%	53.4%	35.7%	58.5%
Hsld income						
Under \$10K	25.8%	25.1%	3.1%	8.0%	7.7%	4.3%
\$10-15K	10.6%	12.3%	12.5%	12.9%	7.7%	4.6%
\$15-20K	7.6%	8.2%	10.9%	17.7%	0.0%	4.8%
\$20-30K	9.1%	12.8%	20.3%	16.9%	15.4%	8.6%
\$30-40K	15.2%	9.7%	25.0%	16.6%	30.8%	11.3%
\$40-50K	6.1%	4.9%	4.7%	11.1%	7.7%	10.5%
\$50-70K	12.1%	10.2%	15.6%	7.7%	7.7%	20.6%
\$70K and over	13.6%	16.9%	7.8%	9.1%	23.1%	35.4%
Housing tenure						
Own home	45.5%	39.1%	53.0%	48.2%	61.5%	71.9%
Rent home	54.5%	60.9%	47.0%	51.8%	38.5%	28.1%

**To what extent do people visiting the CBD because of the presence of a federal agency also make retail purchases in the CBD while they are there?**

A healthy percentage of people whose main reason for coming downtown is to visit a federal agency also make retail purchases in the CBD. In Athens, more than 20 percent of those whose primary reason for coming downtown is to visit a federal agency also made a purchase downtown; in Baltimore and Springfield, almost half did so. The percentage of all

CBD visitors whose main reason for coming downtown is to visit a federal office *and* who also shop while downtown is relatively small – about 4.6 percent of all visitors, on average.

**TABLE 6: Percent of federal office visitors who also make purchases in the CBD**

City	% visiting federal office	% of these visitors making purchases	% of all CBD visitors who visit federal offices <i>and</i> make purchases
Athens	17.2%	21.4%	3.7%
Baltimore	18.6%	45.7%	8.5%
Springfield	3.7%	46.7%	1.7%
<i>Average:</i>	<i>13.2%</i>	<i>37.9%</i>	<i>4.6%</i>

**How much do people visiting the CBD because of the presence of a federal office spend on purchases during their trips downtown?**

We estimate that, very conservatively, the average visitor spends \$18.58 in the CBD while visiting a federal agency.<sup>4</sup> Based on the number of visitors federal agencies report, *and assuming that only one-quarter of these visitors are “unique” visitors*, we therefore estimate that, conservatively, agency visitors spend about \$710,000 annually in downtown Athens (not including purchases made by people who visit the downtown post office); \$8.293 million in downtown Baltimore; and \$191,000 in downtown Springfield.

This represents a range from \$5.88 per agency visitor (in Springfield) to \$28.02 per agency visitor (in Baltimore). Obviously, this range is affected by the availability of goods and services in the CBD and, particularly, near federal agencies, that would be of interest to people visiting a federal agency. Athens and Baltimore, for example, have a significantly higher overall CBD ground-floor occupancy rate than Springfield and offer more shopping options to CBD visitors, and the average purchases made downtown by federal agency visitors in Athens and Baltimore is therefore higher than purchases made by agency visitors in Springfield. Purchases made by agency visitors are also affected by businesses’ proximity to the agencies themselves. A visitor is more likely, for instance, to have lunch downtown after visiting a federal agency if there is a lunchtime restaurant near the agency than if he or she would have to walk a significant distance within the district to find a restaurant.

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<sup>4</sup> We estimated total retail sales for each of the three CBDs two different ways. First, we looked at the average sales for retail businesses and restaurants and multiplied these by the number of retail businesses and restaurants in each of the districts. Second, we looked at the average sales per square foot for retail businesses and restaurants and multiplied these by the square footage of retail and restaurant space in each of the three districts. We then multiplied the more conservative of these two estimates by the percentage of CBD visitors who reported that, when surveyed, they were in the CBD to visit a federal agency *and* that they planned to buy something in the CBD during their visit. Because of the possibility that some of these visitors might be ‘repeat’ visitors who visit federal agencies more than one time per year, we very conservatively estimated that only one-third of them were “unique” visitors, thus dividing by three the preliminary estimate of CBD purchases made by people visiting federal agencies. We also used very conservative estimates of sales per square foot and of sales per business, at the lower range of national sales patterns for businesses in Main Street districts. In comparison with data gathered in other consumer intercept surveys conducted for different reasons in Main Street districts in other parts of the country, these are therefore relatively low estimates of purchases made on downtown visits.

**TABLE 7: How much people visiting a federal agency downtown spend while visiting**

	Athens	Baltimore	Springfield
(a) Estimated sales based on sales/business			
# retail businesses	77	599	48
x Average sales/retail business	\$350,000	\$350,000	\$350,000
= Estimated total sales (retail)	\$27,000,000	\$209,650,000	\$16,800,000
# restaurants and bars	78	215	43
x Average sales/restaurant or bar	\$400,000	\$400,000	\$400,000
= Estimated total sales (restaurants + bars)	\$31,000,000	\$86,000,000	\$17,200,000
Total est. sales (retail + restaurants/bars)	\$58,200,000	\$295,650,000	\$34,000,000
(b) Estimated sales based on sales/SF			
# SF retail	240,000	3,105,000	172,000
Average sales/SF/retail business	\$120	\$120	\$120
Estimated total sales (retail)	\$28,000,000	\$372,600,000	\$20,600,000
# SF restaurants and bars	275,000	885,000	88,000
Average sales/SF restaurant + bar	\$200	\$200	\$200
Estimated total sales (restaurants + bars)	\$55,000,000	\$177,000,000	\$17,600,000
Total estimated sales	\$83,000,000	\$549,600,000	\$38,200,000
More conservative estimate of (a) and (b)	\$58,200,000	\$295,650,000	\$34,000,000
x % visitors to federal agencies who also shop	3.7%	8.5%	1.7%
= Est. purchases by federal agency visitors	\$2,152,000	\$25,130,000	\$578,000
x Safety margin: % of “unique” visitors	33%	33%	33%
= <b>Adj. estimate: purchases by agency visitors</b>	<b>\$710,000</b>	<b>\$8,293,000</b>	<b>\$191,000</b>
÷ Estimated number of agency visitors/year	32,500	296,000	32,500
= <b>Estimated amount spent per agency visitor</b>	<b>\$21.85</b>	<b>\$28.02</b>	<b>\$5.88</b>
<b>Average amount spent per agency visitor, all three sites</b>			<b>\$18.58</b>

**What kinds of things do federal agency visitors buy when visiting the district?**

Not surprisingly, the single greatest category in which federal agency visitors report making purchases in the CBD is in restaurant meals. Approximately 60 percent of the people visiting federal offices in Athens report eating in a restaurants annually while visiting federal agencies downtown. In Baltimore, 36 percent report eating in restaurants downtown while visiting federal agencies, and 67 percent do so in Springfield. Survey respondents visiting federal agencies also reported buying greeting cards, flowers, magazines, and books – primarily “impulse” purchases which probably would not have been made had respondents not been visiting a federal agency.

**How much buying power do federal agency visitors have?**

The people who visit federal agencies have substantial buying power. For example, the households of people who visit federal agencies in downtown Athens spend around \$343,000 annually on books, about \$4.7 million on restaurant meals, and around \$1 million on pharmaceuticals. Businesses in downtown Athens capture a portion of this when people visit federal agencies – but they could undoubtedly capture a greater share.

**TABLE 8: Household “buying power” of people who visit federal agencies in the three pilot CBDs**

Item	Athens	Baltimore	Springfield
Groceries	7,009,000	68,891,000	9,839,000
Restaurants/deli	4,754,000	46,287,000	7,322,000
Postage and stationery	295,000	2,826,000	442,000
Furniture	850,000	7,721,000	1,371,000
Major appliances	423,000	3,947,000	617,000
Small appliances	202,000	1,879,000	299,000
Household textiles	236,000	2,346,000	379,000
Men's and boys' clothes	995,000	9,518,000	1,547,000
Women's and girls' clothes	1,620,000	14,878,000	2,439,000
Children's clothes (under 2)	203,000	1,938,000	286,000
Shoes	840,000	7,833,000	1,197,000
Gasoline	2,879,000	28,914,000	4,238,000
Automotive supplies/maintenance	1,437,000	14,147,000	2,138,000
Pharmaceuticals	1,077,000	10,513,000	1,339,000
Movies and concerts	1,100,000	9,726,000	1,758,000
Electronics (not incl. computers)	1,446,000	13,924,000	2,099,000
Toys and pets	752,000	7,469,000	1,161,000
Hair and other personal care	1,305,000	12,456,000	1,872,000
Books	343,000	3,257,000	508,000
<i>Totals:</i>	<i>27,766,000</i>	<i>268,470,000</i>	<i>40,851,000</i>

**How does the household “buying power” of visitors to federal agencies differ from agency to agency?**

Of all the federal agencies in the three pilot sites, only five had enough visitors to provide enough data to estimate the buying power of the people who visit them. Of these five agencies, the Internal Revenue Service attracts people with the greatest buying power; the GSA’s Public Building Service attracts visitors with the least.

**TABLE 9: Household buying power of visitors to specific federal agencies**

Category	Federal agency				
	GSA-PBS	IRS	SSA	US Dist Ct	USPS
Total household buying power	\$31,816	\$ 42,825	\$ 36,986	\$ 39,363	\$ 35,529
Groceries	2,805	3,237	2,956	3,072	2,864
Restaurant meals	1,730	2,379	2,024	2,171	1,924
Furniture/home furnishings	1,165	1,771	1,471	1,588	1,409
Apparel/apparel services	1,537	2,105	1,819	1,947	1,750
Pharmaceuticals	469	454	452	451	447
Reading	126	168	145	154	141
Personal care	498	620	552	580	534
Housing, utilities, trans., other	23,486	32,091	27,567	29,400	26,460

## The impact of federal workers

### **What percent of all downtown workers do federal workers represent?**

Federal workers in the three sites represent between a relatively small percentage of the total downtown worker population (0.6 percent in Springfield) and a relatively large percentage (7.8 percent in Baltimore).

**TABLE 10: Federal workers as percent of all CBD workers**

	Athens	Baltimore	Springfield
All downtown workers	4,000	95,000	20,000
Federal workers	165	7,400	128
Federal workers as % of all CBD workers	4.1%	7.8%	0.6%

### **How do the demographics of federal workers differ from those of downtown visitors?**

In all three sites, federal workers tend to be wealthier than downtown visitors and are more likely to own, rather than rent, their homes. There is also a higher percentage of women in the federal worker population in all three sites than in the general downtown visitor population.

**TABLE 11: Demographics of federal workers and downtown visitors**

Characteristic	Federal workers and downtown visitors					
	Athens		Baltimore		Springfield	
	Federal workers	Downtown visitors	Federal workers	Downtown visitors	Federal workers	Downtown visitors
Gender						
Female	55.5%	40.9%	n/a	46.6%	59.5%	41.5%
Male	44.5%	59.1%	n/a	53.4%	40.5%	58.5%
Hsld income						
Under \$10K	0.0%	25.1%	0.4%	8.0%	0.8%	4.3%
\$10-15K	1.2%	12.3%	0.7%	12.9%	2.4%	4.6%
\$15-20K	1.9%	8.2%	1.1%	17.7%	0.0%	4.8%
\$20-30K	4.3%	12.8%	6.8%	16.9%	0.0%	8.6%
\$30-40K	8.7%	9.7%	10.5%	16.6%	5.6%	11.3%
\$40-50K	5.6%	4.9%	13.0%	11.1%	10.5%	10.5%
\$50-70K	29.2%	10.2%	22.6%	7.7%	25.0%	20.6%
\$70K+	49.1%	16.9%	44.8%	9.1%	55.6%	35.4%
Housing tenure						
Own home	92.5%	39.1%	n/a	48.2%	88.7%	71.9%
Rent home	7.5%	60.9%	n/a	51.8%	11.3%	28.1%

### **How do the attitudes of federal workers and downtown visitors towards the CBD differ, and how are they similar?**

Federal workers in downtown Athens are significantly more positive about many aspects of the CBD than are visitors. The difference is most pronounced with regard to:

- Cleanliness
- Access by public transit

- Access by car
- Public signs
- Business hours

Athens' downtown federal workers have a slightly more negative attitude about downtown parking than do visitors, but on other characteristics their perceptions of the district are very similar.

Federal workers in Baltimore's CBD believe that the district is dirtier and less safe than visitors do, but otherwise perceive the district more positively than visitors do.

**TABLE 12: Attitudes of federal workers about the CBD**

Characteristic	Attitudes of federal workers	
	Athens	Baltimore
Cleanliness	2.15	1.81
Safety	2.18	1.80
Attractiveness	2.49	2.13
Access by public transit	2.44	2.39
Access by car	2.23	2.21
Parking	1.67	1.55
Public signs	2.21	2.10
Merchant friendliness	2.42	2.10
Business hours	2.40	2.15
Range of goods and services	2.29	2.07
Activities	2.46	2.32

[Questions about workers' attitudes about downtown Springfield were not included from Springfield's survey of federal workers.]

**TABLE 13: Attitudes of visitors about the CBD**

Characteristic	Attitudes of downtown visitors		
	Athens	Baltimore	Springfield
Cleanliness	2.08	1.95	2.35
Safety	2.21	1.98	2.30
Attractiveness	2.28	1.97	2.24
Access by public transit	2.08	2.12	2.35
Access by car	2.00	1.71	2.18
Parking	1.72	1.55	1.69
Public signs	2.09	1.92	2.19
Merchant friendliness	2.40	2.06	2.49
Business hours	2.22	1.98	1.98
Range of goods and services	2.23	2.09	1.89
Activities	2.43	2.09	1.91

**TABLE 14: Comparison of attitudes of federal workers and downtown visitors in Athens and Baltimore with regard to various characteristics of the CBDs**

Characteristic	Athens		Baltimore	
	Visitors	Workers	Visitors	Workers
Cleanliness	2.08	2.15	1.95	1.81
Safety	2.21	2.18	1.98	1.80
Attractiveness	2.28	2.49	1.97	2.13
Access by public transit	2.08	2.44	2.12	2.39
Access by car	2.00	2.23	1.71	2.21
Parking	1.72	1.67	1.55	1.55
Public signs	2.09	2.21	1.92	2.10
Merchant friendliness	2.40	2.42	2.06	2.10
Business hours	2.22	2.40	1.98	2.15
Range of goods and services	2.23	2.29	2.09	2.07
Activities	2.43	2.46	2.09	2.32

**How much do federal workers spend on retail goods and services in the CBDs in which their offices are located?**

Federal worker in the three pilot sites report spending an average of \$5,041 annually on retail goods and services downtown. In Springfield, which has relatively few federal workers in the CBD, federal workers contribute about \$861,249 per year in retail sales; in Baltimore, whose CBD has more than 7,000 federal employees, federal workers' retail purchases in the CBD total more than \$24.4 million annually.<sup>5</sup>

**TABLE 15: How much federal workers spend annually on CBD goods and services**

	Athens	Baltimore	Springfield
\$ spent in CBD/year	\$ 838,780	\$ 24,485,778	\$ 861,249
# workers	165	7,396	128
<i>Avg \$ spent/worker/year in CBD</i>	<i>\$ 5,084</i>	<i>\$ 3,311</i>	<i>\$ 6,729</i>
<i>Avg \$ spent/worker/year in CBD, all three sites combined</i>			<i>\$ 5,041</i>

**What retail goods and services do federal workers buy downtown?**

Federal workers in all three pilot sites report that they primarily purchase "convenience" items (like restaurant meals, postage, cards and gifts) from businesses in the CBDs in which they work. Over 34 percent of the federal workers in downtown Baltimore, for example, report buying most of their breakfasts and lunches from restaurants in the CBD. But all three CBDs appear to capture relatively small percentages of federal workers' purchases of

<sup>5</sup> The total amount spent by federal workers in the CBDs of the three pilot sites is actually greater than the numbers reported here. However, not all federal workers surveyed provided information on the amount they typically spend per month in the CBD on retail goods and services. While it is logical to assume that the amount spent by these workers is similar to that of those who provided this information, we have chosen to be conservative in our assessment of how much federal workers spend on retail goods and services in the CBDs in which they work and have therefore not included the extrapolated estimate in this report.

personal services, like hair care, daycare services, legal services, banking services, and investment services. On “comparison” goods and services, like clothing and furniture<sup>6</sup>, the three pilot sites have varying levels of success at capturing federal workers’ purchases.

**TABLE 16: % of federal workers who usually buy these things downtown**

	% of workers who report that they usually purchase these goods and services in the CBD in which they work			
	Athens	Baltimore	Springfield	Average
Breakfasts	17.0%	34.5%	22.7%	24.7%
Lunches	74.5%	66.4%	73.4%	71.4%
Dinners	35.2%	16.7%	36.7%	29.5%
Snacks	27.3%	37.4%	35.9%	33.5%
Groceries	31.5%	16.7%	55.5%	34.6%
Cards and gifts	40.6%	31.5%	50.8%	41.0%
Postage/mail services	63.6%	34.5%	56.3%	51.5%
Video, DVD rentals	12.7%	9.9%	34.4%	19.0%
Pharmaceuticals	29.7%	19.5%	46.1%	31.8%
Hair, nail, skin care	17.6%	13.1%	29.7%	20.1%
Women’s clothes	25.5%	12.3%	24.2%	20.7%
Men’s clothes	23.6%	11.6%	28.1%	21.1%
Gym/exercise	4.2%	4.7%	12.5%	7.1%
Daycare	4.2%	1.7%	8.6%	4.8%
Legal services	1.8%	1.5%	2.3%	1.9%
Banking services	16.4%	5.1%	3.9%	8.5%
Investment services	1.2%	1.5%	4.7%	2.5%

### **What is the “buying power” of federal workers in the three pilot CBDs?**

**TABLE 17: Household buying power of federal workers in 3 pilot CBDs**

City	Average annual household buying power	
	Federal workers in CBD	CBD visitors
Athens	\$ 57,745	35,743
Baltimore	54,832	31,061
Springfield	59,785	48,552
<i>Average:</i>	<i>\$ 57,454</i>	<i>38,452</i>

The average federal worker in the three pilot sites has annual household ‘buying power’ of \$57,454, meaning that his or her household<sup>7</sup> is likely to spend that amount each year on

<sup>6</sup> “Comparison” goods are those for which shoppers generally like to visit several stores in order to compare prices, styles, and other characteristics before making a purchase.

<sup>7</sup> It is more accurate to measure the ‘buying power’ of households, rather than individuals, because households spend money in more consistently predictable ways than individuals do (for example, a one-person household and a six-person household are both likely to own just one refrigerator and one set of living room furniture).. A federal worker represents just one member of a household, so it is unrealistic to expect that he/she would spend all of his/her household’s disposable income in the district where he/she works.

housing, food, retail goods and services, health care, entertainment, insurance, education and other things. This is significantly higher than the average annual household buying power of CBD visitors in the three sites (\$38,452), reflecting the higher earnings of federal workers.

### **How much of federal workers’ “buying power” do CBD businesses capture?**

The three CBDs – particularly the two smaller cities – are doing an impressive job at capturing federal workers’ retail purchases. In 11 of the major categories of retail goods and services, federal workers in downtown Athens spend about 22 percent of their households’ retail dollars in the CBD. Retail businesses in downtown Baltimore capture about 13 percent of CBD federal workers’ household retail purchases, and those in downtown Springfield capture about 26 percent.

**TABLE 18: % of federal workers’ hshld buying power captured by Athens CBD**

<b>Athens</b>	Total federal worker hshld buying power for select retail categories and est. amount captured by CBD businesses		
Category examples	Total buying power	\$ Spent in CBD	% spent in CBD
Groceries	\$ 629,281	\$ 192,540	30.6%
Restaurant meals	539,329	162,811	30.2%
Postage/stationery	32,509	28,965	89.1%
Furniture/furnishings	421,432	16,860	4.0%
Apparel/apparel svcs	483,558	62,880	13.0%
Gas/motor oil	287,391	81,900	28.5%
Auto maintenance	145,895	29,088	19.9%
Pharmaceuticals	72,495	31,260	43.1%
TVs, stereos, music	143,866	4,740	3.3%
Personal care	130,653	11,196	8.6%
Books/magazines	36,824	9,096	24.7%
<i>Totals for these categories:</i>	\$ 2,923,233	\$ 631,336	21.6%

**TABLE 19: % of federal workers’ hshld buying power captured by Baltimore CBD**

<b>Baltimore</b>	Total federal worker hshld buying power for select retail categories and est. amount captured by CBD businesses		
Category examples	Total buying power	\$ Spent in CBD	% spent in CBD
Groceries	\$ 27,399,225	\$ 3,600,273	13.1%
Restaurant meals	23,281,090	6,498,016	27.9%
Postage/stationery	1,395,921	397,301	28.5%
Furniture/furnishings	17,799,983	582,986	3.3%
Apparel/apparel svcs	20,499,867	2,220,489	10.8%
Gas/motor oil	12,355,324	1,344,977	10.9%
Auto maintenance	6,292,198	409,985	6.5%
Pharmaceuticals	3,190,569	598,247	18.8%
TVs, stereos, music	6,189,357	286,371	4.6%
Personal care	5,607,169	564,035	10.1%
Books/magazines	1,563,183	300,406	19.2%
<i>Totals for these categories:</i>	\$ 125,573,886	\$ 16,803,086	13.4%

As mentioned earlier in this report, businesses in all three districts do relatively well at attracting retail sales from federal workers in “convenience” categories, like restaurant meals, postage, and pharmaceuticals.

**TABLE 20: % of federal workers’ hsltd buying power captured by Springfield CBD**

<b>Springfield</b>	Total federal worker hsltd buying power for select retail categories and est. amount captured by CBD businesses		
Category examples	Total buying power	\$ Spent in CBD	% spent in CBD
Groceries	\$ 496,270	\$ 247,800	49.9%
Restaurant meals	433,078	134,112	31.0%
Postage/stationery	26,413	13,142	49.8%
Furniture/furnishings	342,375	15,360	4.5%
Apparel/apparel svcs	390,325	68,580	17.6%
Gas/motor oil	226,636	61,200	27.0%
Auto maintenance	116,438	13,536	11.6%
Pharmaceuticals	55,790	30,624	54.9%
TVs, stereos, music	114,838	5,448	4.7%
Personal care	104,241	12,972	12.4%
Books/magazines	29,451	10,020	34.0%
<i>Totals for these categories:</i>	\$ 2,335,855	\$ 612,794	26.2%

It is obvious that, in some categories, however, federal workers are buying things outside the CBDs in which they work. In all three pilot sites, for example, federal workers are making very few of their retail purchases for furniture/home furnishings, stereos/music, or personal care (such as hair, nail and skin care) downtown. In some instances, this may reflect a gap in the types of businesses in the CBD; in others, it may reflect a problem with the amount of time federal workers have available for shopping. In all three sites, federal workers cite the limited amount of time available to shop or do errands during lunch and other work breaks as the primary reason they do not buy more from downtown businesses.

#### **Do federal workers tend to live in the CBD, near their offices?**

On average, 11 percent of the federal workers in the three pilot sites report that they live in their city’s central business district. Baltimore – the most urban of the three sites – has the highest percentage of federal workers living downtown.

**TABLE 21: Where federal workers who work in CBDs live**

Where do you live?	Athens	Baltimore	Springfield	<i>Average</i>
Downtown	8.5%	15.1%	9.7%	<i>11.1%</i>
Elsewhere in the city	17.1%	24.8%	47.6%	<i>29.8%</i>
Outside the city	74.4%	60.1%	42.7%	<i>59.1%</i>

The federal workers in the three pilot sites who rent apartments in the CBDs spend an average of \$6,673 annually on rent. This contributes \$26,000 in rental income annually to downtown Athens; \$33,000 to downtown Springfield; and \$2.3 million in downtown Baltimore.

**TABLE 22: How much federal workers who work in CBDs spend on rent**

Federal workers who rent in CBD	Athens	Baltimore	Springfield	<i>Average</i>
Average rent/month	\$ 545	579	544	<i>\$ 556</i>
Average rent/year	6,540	6,951	6,528	<i>6,673</i>
Total rent/month	2,180	199,260	2,720	<i>5,881</i>
Total rent/year	26,160	2,391,125	32,640	<i>70,574</i>

**How do federal workers commute to work?**

On average, almost 80 percent of federal workers in the three pilot sites commute to work by private car. Slightly more than half commute by car in Baltimore, the most urban of the three sites. Almost all federal workers in Athens and Springfield commute by car. Springfield has the highest percentage of federal workers who walk to work.

**TABLE 23: How federal workers commute to CBD jobs**

Transit method	Percent of federal workers in CBD			
	Athens	Baltimore	Springfield	Average
Bike	0.0%	0.6%	0.0%	0.2%
Bus	0.0%	21.7%	2.3%	8.0%
Car	97.6%	51.1%	89.1%	79.3%
Carpool	2.4%	9.3%	3.1%	4.9%
Train	0.0%	14.8%	0.0%	4.9%
Walked	0.0%	2.5%	5.4%	2.6%

**How much do federal workers spend commuting to work?**

On average, each federal worker in the three demonstration sites spends \$457 annually commuting to work, ranging from a low of \$247 in Athens to a high of \$731 in Baltimore.

**TABLE 24: Amount federal workers spend commuting to CBD jobs**

Transit method	Total amount spent annually by federal workers on commuting		
	Athens	Baltimore	Springfield
Bike	\$0	12,009	0
Car	36,876	2,907,425	46,824
Carpool	1,020	300,593	2,916
Bus	0	1,106,828	516
Train	0	710,541	0
Other	2,820	370,131	0
<i>Total:</i>	<i>\$ 40,716</i>	<i>5,407,527</i>	<i>50,256</i>
<i>Total workers:</i>	<i>165</i>	<i>7,396</i>	<i>128</i>
<i>Avg/worker:</i>	<i>\$ 246.76</i>	<i>731.14</i>	<i>392.62</i>

## The Impact of Federal Agencies and Facilities

### **How much do federal agencies pay private-sector landlords for rent?**

According to surveys completed by representatives of each federal agency located in the three pilot CBDs:

- Approximately 20 percent of the space occupied by federal agencies in Baltimore's CBD is leased from private-sector landlords, with federal agencies paying \$9.064 million annually.
- Almost 30 percent of federal agency space in Springfield's CBD is leased from private-sector landlords, totaling \$55,513 annually.
- All federal agency space in downtown Athens is owned by GSA; there are no private-sector leases.

**TABLE 25: Federal office space rented from private-sector landlords**

City	Rent paid to private sector	% of agencies leasing space
Athens	-	-
Baltimore	\$9,064,000	21.2%
Springfield	\$55,513	27.6%

### **How much do federal agencies and facilities spend on goods and services purchased from businesses within the CBD?**

The survey of federal agencies asked each agency in the three pilot CBDs to estimate how much they spend on a range of administrative goods and services (ranging from photo supplies to coffee service) and, for each product or service, to specify how much they typically purchase from downtown businesses, from businesses elsewhere in the community, from businesses elsewhere in the state, or from out-of-state suppliers. The survey asked for similar information about each agency's costs for a range of maintenance services, such as cleaning, building repairs, and security services.

**TABLE 26: Where federal agencies purchase goods and services**

Where purchased	Administrative goods and services purchased by federal agencies					
	Athens		Baltimore		Springfield	
	Total	%	Total	%	Total	%
Downtown	\$ 96,810	9.5%	288,910	23.8%	41,751	8.3%
Elsewhere locally	59,450	5.8%	414,579	34.1%	60,350	11.9%
Elsewhere in state	258,850	25.4%	62,095	5.1%	97,870	19.4%
Out of state	603,200	59.2%	448,485	36.9%	305,810	60.5%
<i>Total:</i>	<i>1,018,310</i>		<i>1,214,069</i>		<i>505,781</i>	

Most agencies reported that their maintenance needs are provided by the building management company (either GSA or a private-sector landlord). But most reported purchasing a wide range of administrative goods and services from local and non-local suppliers. On average, federal agencies in the three pilot sites make more than one-third of their purchases from downtown businesses (38.8 percent). But these purchases tend to be

smaller, in dollar volume, than the purchases they make from businesses outside the CBD, with an average of 15.6 percent of the money agencies spend on goods and services being spent downtown (versus, for example, 49.6 percent being spent by out of state).

**TABLE 27: Where federal agencies purchase goods and services, by category**

Category	By category (all three sites combined)				
	CBD	Locally	In state	Out of state	Total
Advertising	\$ 5,570		2,000		7,570
Banking services	20,100		5,000		25,100
Coffee service	500	912			1,412
Computer hardware	10,090	32,054	8,000	712,230	762,374
Computer programming		3,000	1,800		4,800
Computer repair	18,100	3,300	31,000	3,000	55,400
Computer software		6,650	8,500	44,000	59,150
Courier service	8,500	8,500	150	15,000	32,150
Digital imaging service			5,000	5,000	10,000
Fax supplies and repair	10,200	17,565	12,580	21,560	61,905
Film processing	7,050	3,750	4,000		14,800
Furniture purchase	10,000	18,500	10,000	29,100	67,600
Furniture rental	2,000				2,000
General office supplies	46,425	91,515	21,750	294,700	454,390
Insurance (health)	10,000	25,000	15,000		50,000
Internet service		2,500		600	3,100
Office maintenance	5,000		58,800		63,800
Other	13,000	4,000	4,000		21,000
Photocopier supplies	4,805	31,723	9,530	6,250	52,308
Photocopier/repair	32,400	29,180	36,655		98,235
Photocopying	35,000	162,300	1,000	7,000	205,300
Photo equipment, supplies	4,000	1,600	63,350	9,900	78,850
Postage	78,691	10,800	5,000	31,250	125,741
Printing	45,000	45,400	26,800	8,900	126,100
Seminars/training	25,000				25,000
Sign making	5,950	6,630		405	12,985
Snack service	11,800	2,000	8,000		21,800
Telephone	5,850	24,800	73,400	168,600	273,650
Temp employment agency	12,440	2,700	7,500		22,640
	427,471	534,379	418,815	1,357,495	2,738,159

**Does the presence of a federal agency or facility “cost” the district’s economy?**

There are many ways in which federal agencies and facilities generate economic activity for a CBD and its businesses – and, indirectly, for local government<sup>8</sup>.

<sup>8</sup> Primarily in the form of sales tax revenue earned from retail purchases made by federal workers and federal agency visitors, and in the form of property taxes collected on private-sector properties in which the federal government leases space.

But there are several ways in which the presence of federal agencies might harm a district's economy – in particular, by removing otherwise taxable property from the city's property tax roll and, to an extent, by paying rent for federal offices to a federal government entity (GSA) rather than to private-sector landlords who live in the community and who might be expected to reinvest their profits locally.

**TABLE 28: Estimated “cost” of federal facilities to CBDs**

	Athens	Baltimore	Springfield
# SF/federal space	113,899	2,415,543	210,804
# SF rented from private-sector landlords	0	513,437	58,079
# SF federally owned	113,899	1,902,106	152,725
Total rent paid by federal agencies	\$ 1,150,824	\$ 30,267,099	\$ 1,483,890
Minus: Rent paid to private-sector landlords	\$ 0	\$ 9,064,385	\$ 55,513
Equals: Rent paid to GSA/federal gov't	\$ 1,150,824	\$ 21,202,714	\$ 1,428,377
# total SF Class A office space in CBD	55,000	7,300,000	532,067
Assessed value	\$5,720,000	\$515,696,971	\$13,056,924
Assessed value/SF	\$95.82	\$ 70.64	\$ 24.54
Average annual rent/SF	\$ 16.00	\$ 24.50	\$ 13.50
# total SF Class B office space in CBD	200,000	5,400,000	461,793
Assessed value	\$17,000,000	\$146,795,025	\$11,332,400
Assessed value/SF	\$85.00	\$27.18	\$ 24.54
Average annual rent/SF	\$ 13.00	\$ 17.50	\$ 10.50
# total SF Class C office space in CBD	175,000	n/a	63,866
Assessed value	\$7,000,000	n/a	\$1,567,271
Assessed value/SF	\$40.00	n/a	\$ 24.54
Average annual rent/SF	\$ 10.00	n/a	\$ 8.00
Average assessed value/SF (Class A-C)	\$ 73.60	\$ 52.16	\$ 24.54
Average annual rent/SF (Class A-C)	\$ 13.00	\$ 21.00	\$ 10.67
“Assessed value” of federally owned space	\$ 8,382,966	\$ 99,213,849	\$ 3,747,871
Effective property tax assessment rate	1.308% <sup>9</sup>	2.328% <sup>10</sup>	2.621% <sup>11</sup>
<i>Est. property tax value of federal space to local gov't</i>	<i>\$ 109,649</i>	<i>\$ 2,309,698</i>	<i>\$ 98,231</i>

“Lost” property tax revenue: There seems to be a common myth that local governments lose significant amounts of potential property tax revenue when federal agencies locate downtown. But we found that this amount is relatively small, and is insignificant when compared with the economic benefits of having federal facilities locate in CBDs. In Athens, if the amount of federally owned space were taxed at the city's effective property tax assessment rate, the city would collect only an additional \$110,000; in Baltimore, \$2,310,000; and in Springfield, \$98,000.

“Lost” private-sector leases: One could also potentially make an argument that, by owning its own buildings, rather than leasing space from private-sector landlords, the federal government “deprives” potential private-sector landlords from renting space to the

<sup>9</sup> Commercial property in Athens is assessed at 40% of fair market value. The property tax rate is 3.37%.

<sup>10</sup> Commercial property in Baltimore is assessed at 100% of fair market value. The property tax rate is 2.328%.

<sup>11</sup> Commercial property in Springfield is assessed at 33.3% of fair market value. The property tax rate is 7.8718%.

government and earning rent. In all three pilot sites, federal office space is provided to federal agencies primarily by GSA, in GSA-owned buildings. So, theoretically, some of this space could be rented from private-sector landlords and, in this way, federal agencies could contribute to the economy of the three commercial districts.

We concluded, though, that this possibility was so theoretical that, in practical terms, it was pointless to consider. All other measurements of economic impact in this project are based on real scenarios. In practice, it is extremely unlikely that the federal government would decide to sell all its facilities and lease space from private-sector landlords.<sup>12</sup>

Another possible scenario we investigated, but found implausible, is one in which *more* federal agencies decide to locate in or relocate to a CBD, but GSA might not have sufficient space in its own buildings to accommodate these additional agencies. All three CBDs currently have office vacancy rates of 10-17 percent – so, theoretically, all three CBDs have space owned by private-sector landlords that could be leased to GSA and generate rental income for private-sector landlords. If a CBD were so economically vibrant that it had *no* office vacancy and if the federal government's demand for office space in the CBD were so great that private-sector developers built new buildings to lease to federal agencies, it is conceivable that these federal agencies could put upward pressure on the overall rent structure for downtown office space. But, with office vacancy rates in the three pilot CBDs ranging between 10-17 percent, we found no evidence of such unmet demand.

**Does the economic activity generated by federal agencies stimulate or support additional economic activity within the district?**

Yes. For example, the purchases made by federal workers and by people who visit federal agencies help support retail and service businesses in the CBD, and these businesses, in turn, have a positive impact on the district's economy. The most direct impacts are rents paid by businesses to their landlords, purchases made by the businesses' workers in other CBD businesses, and purchases made within the CBDs by the businesses themselves. For example, the purchases that federal agency visitors and workers make support, indirectly, 3.4 businesses in downtown Athens.<sup>13</sup> Each of these businesses hires staff (who buy things from downtown businesses) and conducts business with other businesses within the district, and many of these businesses pay rent to private-sector landlords.

There are a number of indirect and induced impacts, as well. For instance, the people who work in businesses in the CBD that are supported by purchases made by federal agency

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<sup>12</sup> Even if one were to take the extreme position that *all* office space currently owned by GSA could be leased from private-sector landlords instead, and if one were therefore to calculate the annual rental revenue of this amount of space to a private-sector landlord at prevailing Class A rental rates in each of the three cities, the positive economic benefits of the federal government's presence would still outweigh this potential cost. In Athens, for example, the federal government currently generates an estimated \$6.2 million in economic activity in the CBD (*see Table 28*). If one were to calculate the potential annual rental revenue of *all* of the GSA's 113,899 owned square feet of office space in downtown Athens at the prevailing Class A rate of \$16/square foot, this would total only \$1.8 million – still much less than the \$6.2 million in economic activity generated by federal workers, federal visitors, and other positive economic impacts.

<sup>13</sup> Based on a national average of \$400,000 in gross annual sales in independently owned businesses in economically healthy main street districts.

visitors and workers earn wages, pay federal and state income taxes, pay rental income, pay for parking or public transportation, and so on. We have not included these impacts in our estimate of the total impact of federal agencies and facilities on CBDs because, for the most part, they are not specific to the CBD and would accrue to the community regardless of whether the agencies were located in the CBD or elsewhere in the community. While an argument could be made that some of this revenue would return to the CBD (for instance, the city almost certainly returns some of its share of state revenues to the CBD by providing municipal services and by providing financing for new development), we chose to focus on major areas of clear impact for the purposes of this analysis.

**Table 29: Number of CBD businesses supported by agency visitors and workers**

	Athens	Baltimore	Springfield
Purchases by agency visitors	\$ 538,000	\$6,283,000	\$ 144,000
Purchases by agency workers	839,000	24,486,000	861,000
Total purchases by agency visitors and workers	1,377,000	30,769,000	1,005,000
Businesses supported by agency visitors and workers	3.4	76.9	2.5
Estimated number of workers <sup>14</sup>	10.2	230.7	7.5
Payrolls generated by these businesses <sup>15</sup>	\$ 194,000	\$4,383,000	\$ 142,000

**Do special events hosted at federal agencies and facilities attract significant numbers of people to the CBD?**

Many of the agencies completing the *Survey of Federal Agencies* reported that the special events they host or in which they participate take place elsewhere, not in the federal agency or facility itself. Only a few of the agencies in the three pilot sites reported a significant number of special events that take place within the agency itself. No one responding to the *Survey of Downtown Visitors* in any of the three pilot sites reported that they were visiting the CBD because of an event being held at a federal agency.

Athens:

*Army/ Air Force Recruiting*

“High school and college setups monthly. Commander does interviews here w/OSS, WOFT applicants”

*Farm Service Agency*

“FSA participates in public events that are held off-site. We also have employees from throughout the state visit our office from time to time.”

*National Agricultural Statistical Service*

“Usually in another facility as outreach and booths at agricultural meetings around the State.”

*Rural Housing Service*

<sup>14</sup> Assumes three staff per business.

<sup>15</sup> Assumes one managerial position at \$25,000 annually and two entry-level positions at \$16,000 annually per business, for a total of \$57,000 in payrolls per business.

"No "public events" held here, but in other locations, due to the "rural" clients we serve. Athens not rural for our services."

Baltimore:

*Army Corps of Engineers*

"Conferences at hotels and Convention Center"

*Dept. of Justice - other or not specified*

"Crime prevention"

*Dept. of Transportation - Federal Highway Administration*

"We host an event with our partnering schools. We have held the event in this building in the past, but we now host it at Morgan State University."

*Dept. of Transportation - other or not specified*

"Informational conferences for local labor officials in railroad industry - generally held in private spaces, like hotels."

*Dept. of Treasury - Customs Service*

"Tours; recruiting open houses; use Customs conference room - Call Room"

*Dept. of Treasury - Internal Revenue Service*

"Problem Solving Day - Main Lobby of Fallon Federal Office Building"

*Dept. of Treasury - Secret Service*

"Job fairs - another facility"

*National Labor Relations Board*

"Rarely in our office; annually we co-sponsor a training seminar-generally at the Baltimore Convention Center"

*Small Business Administration*

"We host events here in our office, in local colleges, in other federal facilities, such as Federal Reserve Building and in private buildings, such as downtown law firms and in bank conference rooms."

*US District Court*

"Ceremonies, moot court competitions, legal education seminars; some are held in the Jury Services area, some in Court Rooms"

Springfield:

*US Senate*

"Open houses and press events"

## Conclusions

This report on the economic impact of federal facilities on CBDs provides information on most of the major categories in which federal agencies, facilities and workers contribute to the economies of the downtowns in three pilot communities. There are additional, less significant ways in which the presence of federal offices and facilities strengthens a downtown's economy. For example, by paying market-rate rent for office space in non-federal buildings, federal agencies help stabilize rental rates for other office buildings within the district. Also, the retail businesses supported by federal workers and by people who visit federal offices generate secondary economic activity in the community (purchasing advertising and office supplies, for example).

Similarly, there are additional, less significant ways in which federal agencies could harm a CBD's economy – primarily by precluding certain activities that *might* occur if the space now occupied by federal agencies were occupied by private-sector commercial tenants. For instance, a private-sector retail business or professional office might conceivably spend more on office supplies than a federal agency of similar size or might be more likely to purchase goods and services locally. However, because the office vacancy rates in the three pilot CBDs are relatively high (ranging between 10 and 17 percent), it is not likely that federal agencies are precluding other businesses from opening within the districts.

**TABLE 30: Categories of direct economic impact of federal offices on CBDs**

Impact categories	Economic impact, by city		
	Athens	Baltimore	Springfield
<b>Positive impact:</b>			
CBD purchases by people visiting federal offices	\$ 710,000	\$ 8,293,000	\$ 191,000
CBD purchases by federal workers	838,780	24,485,778	861,249
Rent paid by federal workers for CBD housing	26,160	2,391,125	32,640
Money spent by federal workers on commuting	40,716	5,407,527	50,256
Rent paid by agencies to private landlords	55,513	9,064,000	0
Federal agency purchases/procurements	96,810	288,910	41,751
<b>Negative impact:</b>			
“Lost” property tax revenue	(109,649)	(2,309,698)	(98,231)
<i>Total direct impact:</i>	<i>\$ 1,658,330</i>	<i>\$ 47,620,642</i>	<i>\$ 1,078,665</i>
<i># Federal workers:</i>	<i>165</i>	<i>7,396</i>	<i>128</i>
<i>Direct economic benefit per federal worker:</i>	<i>\$ 10,050</i>	<i>\$ 6,439</i>	<i>\$ 8,427</i>
<i># Agencies:</i>	<i>14</i>	<i>49</i>	<i>15</i>
<i>Direct economic benefit per agency:</i>	<i>\$ 118,452</i>	<i>\$ 971,850</i>	<i>\$ 71,911</i>
<i># Visitors per year to federal agencies in CBD:</i>	<i>32,000</i>	<i>296,000</i>	<i>32,500</i>
<i>Direct economic benefit per federal visitor:</i>	<i>\$ 51.82</i>	<i>\$ 160.88</i>	<i>\$ 33.19</i>
<i># SF federal agency space in CBD:</i>	<i>113,899</i>	<i>2,415,543</i>	<i>210,804</i>
<i>Direct economic benefit per SF of federal agency space:</i>	<i>\$ 14.56</i>	<i>\$ 19.71</i>	<i>\$ 5.12</i>

**TABLE 31: Categories of indirect economic impact of federal offices on CBDs**

<b>Rents generated by businesses supported by federal agency visitors and workers</b>			
Average retail rent/SF	\$14	\$18	\$9
Total occupied retail SF	236,600	775,000	147,000
# retail businesses	76	599	40
Average rent/business	\$43,584	\$23,299	\$33,075
Rents paid by businesses supported by agency visitors & workers <sup>16</sup>	\$148,185	\$1,791,693	\$82,687
<b>CBD purchases made by workers in businesses supported by federal agency visitors and workers</b>			
Average amount spent by federal workers/year	\$ 838,780	\$24,485,778	\$ 861,249
# federal workers	165	7,396	128
<i>Avg \$ spent/federal worker/year in CBD</i>	<i>\$ 5,084</i>	<i>\$ 3,311</i>	<i>\$ 6,729</i>
Adjustment for retail worker salaries	30%	30%	30%
# workers supported by agency visitors & workers	10.2	230.7	7.5
Est. CBD purchases made by workers supported by federal agency visitors & workers	15,557	229,154	15,140
Total indirect impact	\$163,742	\$2,020,847	97,827

**TABLE 32: Direct and indirect economic impact of federal offices on CBDs**

	Athens	Baltimore	Springfield
Direct economic impact	\$ 1,658,330	\$47,620,642	\$ 1,078,665
Indirect economic impact	163,742	2,020,847	97,827
Total direct and indirect economic impact	\$1,822,072	49,641,489	1,176,492
# Federal workers:	165	7,396	128
<i>Direct economic benefit per federal worker:</i>	<i>\$ 11,043</i>	<i>\$ 6,712</i>	<i>\$ 9,191</i>
# Agencies:	14	49	15
<i>Direct economic benefit per agency:</i>	<i>\$ 130,148</i>	<i>\$1,013,092</i>	<i>\$ 78,433</i>
# Visitors per year to federal agencies in CBD:	32,000	296,000	32,500
<i>Direct economic benefit per federal visitor:</i>	<i>\$ 56.94</i>	<i>\$ 167.71</i>	<i>\$ 36.20</i>
# SF federal agency space in CBD:	113,899	2,415,543	210,804
<i>Direct economic benefit per SF of federal agency space:</i>	<i>\$ 16.00</i>	<i>\$ 20.55</i>	<i>\$ 5.58</i>

In conclusion, we found in all three pilot sites that the economic impact of federal government agencies is significant – much more so than we had anticipated at the beginning of the project. On average, federal agencies contribute approximately \$367,000 each in direct benefits to the economies of the three pilot CBDs; federal workers contribute approximately \$7,745 each; and visitors to federal agencies contribute approximately \$77 each. Every square foot of federal agency space in the three pilot sites contributes an average of \$12.28 to the CBDs. When indirect impacts are included, these numbers increase to an average benefit of approximately \$407,224 per agency, \$8,982 per federal worker, \$86.95 per visitor to a federal agency, and \$14.04 per square feet of federal agency space.

<sup>16</sup> Assumes that 70 percent of businesses are tenant-occupied and pay rents.

**TABLE 33: Direct economic benefits of federal offices on CBDs**

Average economic benefit per federal worker	\$ 7,745
Average economic benefit per agency	\$368,591
Average economic benefit per federal visitor	\$ 77.43
Average economic benefit per SF of federal agency space	\$ 12.28

**TABLE 34: Direct and indirect economic benefits of federal offices on CBDs**

Average economic benefit per federal worker	\$ 8,982
Average economic benefit per agency	\$407,224
Average economic benefit per federal visitor	\$ 86.95
Average economic benefit per SF of federal agency space	\$ 14.04

# Appendices

- Additional comments included in *Survey of Federal Agencies*
- Survey samples

*NOTE: Spreadsheets, databases, and additional reports have been provided on CD-ROM*

## Comments about security included in the *Survey of Federal Agencies*

### *Athens*

[no comments]

### *Baltimore*

Generally yes, especially with the closing of carry-out rest. on Baltimore Street.

Yes, our needs are met in this facility. We would like to see more foot patrol in the areas surrounding the building.

The area into the parking garage seems vulnerable. This is adjacent to a public parking space called "The Down Under."

Yes, but if exotic dance club is relocated from Baltimore Street to Gay Street (only one block from our office), I would anticipate my staff would be less comfortable and less willing to work in the evenings.

Could be better in the areas surrounding the building.

Generally yes. There could be improvement for disabled access doors and parking lot!

Yes, in the building, security is adequate. Would like to see more visible signs of security in surrounding area from 6-9 a.m. and from 4:30-6:30 p.m.

But not in the commercial parking lot under the building - it has several entrances which are not adequately monitored.

Seems better now than previously.

Building, yes; Surrounding areas, no.

### *Springfield*

[no comments]

## Additional comments included in the *Survey of Federal Agencies*

### *Athens*

Positively - USPS provides a convenient retail postal outlet for the downtown Athens district. Also provides P.O boxes with 24 hour access.

Small office that does not do local procurements.

Positive - employee spending; cooperation w/downtown organizations for public events, safety/security precautions; cooperation w/local law enforcement to enhance security in and around federal buildings. Our guards work in cooperation w/local law enforcement

GSA manages 2 federal buildings in downtown Athens. We cooperate with local law enforcement to protect our buildings and our tenant agencies as well as the visitors to these buildings. We maintain our buildings in a manner that is beneficial to adjacent places.

We bring a lot of visitors (taxpayers) into downtown. Public transportation is very close

Employees eat lunch downtown every day. They bank at downtown facilities that are [illegible-looks like "convenience"]. They shop at clothiers & purchase tires & have cars repaired at "Suoro Tire" Co. A good/produce market would be nice; a card shop would be nice, also.

Get a lot of calls & visits from veterans. Some parents stop by when visiting other agencies.

Rural Development has visitors both from out of state & in-state that come to Athens for meetings, trainings, etc., and rent motels, frequent restaurants downtown, etc.

### *Baltimore*

I believe our agency's presence is definitely an economic boon to the City, with a total of 168 employees between there and interaction with business from Greenbelt office there is a great contribution to the parking business, restaurants, hotels and other businesses.

Employees working in downtown area are more likely to attend evening sports, social & cultural events.

Vehicles owned by the gov't are all serviced by local vendors. This also includes fuel. We bring in at least 500 or more customers daily to the downtown area who pay to park, eat & shop. We believe we provide a positive influence to the community.

We bring people downtown-both employees and customers. But the price of parking is proving to be a powerful inducement to moving outside the city.

We issue permits for water front development on the Inner Harbor, which can have a direct impact on the economy.

Most responses are for the ALS Docketing Center. The Regional Examination Center is also located and covered by the same lease. They have approx 4,000 sq.ft. of the 7,258 sq.ft. of usable space.

Lunches purchased; other lunch-time shopping at Inner Harbor

The majority of us eat lunch and/or breakfast in the area bordered by Greene Street to the West, Pratt Street to the South, Fayette to the North and St. Paul to the East. We shop at the local drug stores and card stores, buy gas on Russell Street.

Parking has always been a concern for staff and our public - it's difficult to find parking; the cost is high; there is limited meter parking.

### *Springfield*

The employees in this building in the center of Springfield add to the downtown economy.

We pose a security threat similar to Oklahoma City; office social functions are held in restaurants and other food and cards are purchased downtown; we're a stable tenant; we are a professional workforce.

Shopping & restaurant use. The local library, banking. Close proximity to these places. One negative note: the eatery establishments time frames are shorter - opening and closing based on the schedule you work. They tend not to open early and close early.

Positive effects are employee parking expenses and employee utilization of downtown vendor services. Negative effects are that a very big majority of our expenses are regulated and spent within the government.

The personal surveys our staff completed would have covered monies they spend downtown for lunch and miscellaneous items.

Staff go downtown for lunch; Senator from time to time hosts meetings at downtown hotels; suggest out of towners stay downtown.

Only through the federal representation on projects-related things, where federal money is involved.

## Sample survey forms

- *Survey of Downtown Benchmarks* (Athens, Georgia)
- *Survey of Federal Workers* (Baltimore, Maryland)
- *Survey of Downtown Visitors* (Springfield, Illinois)
- *Survey of Federal Agencies* (Athens, Georgia)
- *Survey of Federal Facilities* (Baltimore, Maryland)

*Downtown Athens, Georgia*

## **ECONOMIC BENCHMARKS**

### Part I: General information about downtown Athens's economy

**1. Please tell us approximately how many people live and work in downtown Athens.**

\_\_\_\_\_ Estimated number of workers (FTEs) in downtown Athens

\_\_\_\_\_ Est. number of residents in downtown Athens

**2. Next, please provide us with a brief overview of the district's economic history and a profile of its current economic condition. Please mention the district's major employers, the extent to which its residential population and tourism shape the economy, its critical issues, its management, its retail sales history, and any other factors which you think will help us understand downtown Athens's economic condition. Please use the back of this page, or additional pages, as needed.**

Part II: Parking and transportation

**3. Please tell us approximately how many parking spaces are available in downtown Athens.**

	Surface	Garage
Public parking spaces		
· Approximate # of spaces available		
· Average cost/hour		
Private parking spaces		
· Approximate # of spaces available		
· Average cost/day		

**4. Please tell us which public transportation options are available to/from downtown Athens.**

Transit option	Trips/day ( <i>see note 1 below</i> )	Cost/trip ( <i>see note 2 below</i> )
Municipal bus		
Subway		
Light rail		
Other (_____)		
Other (_____)		

NOTE 1: Average trips per day which originate or end in downtown Athens

NOTE 2: Cost of an average trip which originates or ends in downtown Athens

Part III: Characteristics of downtown Athens's commercial and residential space

Next, please tell us about some characteristics of the office, retail and residential space available in downtown Athens.

**5. Office space**

Characteristic	Type of space		
	Class A	Class B	Class C
Total number of units			
· Units currently occupied			
· Units currently vacant			
Total square feet			
· SF currently occupied			
· SF currently vacant			
Average annual rental rate/SF			
Average lease term			
Total current assessed value			
SF locally owned			
SF absentee owned			

**6. Retail space**

Characteristic	Type of space		
	Retail	Restaurant	Other
Total number of units			
▪ Units currently occupied			
▪ Units currently vacant			
Total square feet			
· SF currently occupied			
· SF currently vacant			
Average annual rate/SF			
Average lease term			
Total current assessed value			
Total number of businesses			
· Number locally owned			
· Number of chains			
· Number of franchises			
Local advertising expenditures			

**7. Rental residential space**

	Type of space		
	Subsidized	Market rate	Deluxe
Total number of units			
▪ Units currently occupied			
▪ Units currently vacant			
Total square feet			
· SF currently occupied			
· SF currently vacant			
Average annual rate/SF			
Average lease term			

**8. Owner-occupied residential space (houses, condominiums)**

	Type of space		
	Subsidized	Market rate	Deluxe
Total number of units			
▪ Units currently occupied			
▪ Units currently vacant			
Total square feet			
· SF currently occupied			
· SF currently vacant			
Average assessed value			

**9. What is the annual municipal property tax rate for...**

Downtown residential space?	
Downtown commercial space?	
Downtown industrial space?	

Part IV: Development demand, opportunities, and constraints

**10. Are you aware of any businesses that have opened within the district primarily because of the presence of one or more Federal agencies? If so, which businesses have done so, and because of which agencies?**

**11. Are you aware of any building development projects that have occurred within the district primarily because of the presence of one or more Federal agencies? If so, which building development projects have occurred, and because of which agencies?**

**12. Please estimate how much current demand you believe there is for new commercial and residential space in downtown Athens.**

Type of space	Level of demand				
	1 (low)	2	3	4	5 (high)
Class A office					
Class B office					
Class C office					
Retail					
Restaurant					
Residential (low)					
Residential (moderate)					
Residential (high)					
Wholesale/warehouse					
Industrial					
Local government					
State government					
Other (_____)					
Other (_____)					

**13. What is the allowable density for new development in downtown Athens?**

Type of space	Allowable maximum limits	
	Building height	Floor/area ratio (FAR)
Office space		
Retail		
Residential		
Wholesale		
Industrial		
Other (_____)		
Other (_____)		

**14. Is there any additional information which you believe would be helpful to us in understanding the economic condition of downtown Athens? Please attach additional sheets, or copies of documents, as needed.**

US General Services Administration *and* National Trust for Historic Preservation  
*in conjunction with the Downtown Partnership of Baltimore*

*Downtown Baltimore, Maryland*

## **FEDERAL WORKERS' SURVEY**

Thank you, very much, for helping us by taking a moment to complete this survey. By completing this survey, you will help us understand the impact of Federal Government offices in downtown Baltimore. As a Federal worker, you have a significant impact on the economy of downtown Baltimore - by shopping in downtown Baltimore, paying for parking or public transportation, or maybe even by renting a home in or near the downtown area. This survey will help us understand how Federal workers affect downtown Baltimore's economy.

*The information you give us is completely confidential.* We do not need to know your name or any other identifying information about you. The information you give us is completely private.

When you have finished this survey, please place it in the attached self-addressed, stamped envelope and mail it to:

Kennedy Smith, *director*  
National Main Street Center of the National Trust for Historic Preservation  
1785 Massachusetts Avenue, NW  
Washington, DC 20036

If you have any questions, please feel free to contact Kennedy Smith at the National Trust: kennedy\_smith@nthp.org or 202.588.6219.

**1. For which Federal agency do you work?** \_\_\_\_\_

**2. How long have you worked for the Federal government?** \_\_\_\_\_ Years

**3. How long have you worked in downtown Baltimore?** \_\_\_\_\_ Years

**4. Where do you live?**

- ☐ In or near downtown Baltimore
- ☐ Elsewhere in Baltimore
- ☐ Outside Baltimore (approx. how many miles from downtown? \_\_\_\_\_)

**5. If you live *in or near downtown Baltimore*, do you own or rent your home?**

- |  |   |
|--|---|
| <input type="checkbox"/> Own a house                 | <input type="checkbox"/> Rent a house                 |
| <input type="checkbox"/> Own a condominium/apartment | <input type="checkbox"/> Rent a condominium/apartment |

6. If you *rent* a home *in or near downtown Baltimore*, how much is your home's rent per month? \$ \_\_\_\_\_

7. If you do *not* live in or near downtown Baltimore, would you consider doing so in the future?

- ☐ Yes, I am planning to move into downtown Baltimore in the near future.  
☐ Maybe.  
☐ No, I would not be interested in living in downtown Baltimore.

8. How do you usually get to and from work, and, on average, how much does this cost you each month? (*check/complete all that apply*)

- ☐ Walk  
☐ Bike (\$ \_\_\_\_\_ parking/month)  
☐ Drive (\$ \_\_\_\_\_ parking/month)  
☐ Carpool (\$ \_\_\_\_\_/month)  
☐ Bus (\$ \_\_\_\_\_/month)  
☐ Train (\$ \_\_\_\_\_/month)  
☐ Other ( \_\_\_\_\_ : \$ \_\_\_\_\_/month)

9. If you drive to work, where do you usually park?

- ☐ On-site  
☐ Off-site (approximately \_\_\_\_\_ block(s) from the office)

10. Is your transportation subsidized by your employer?

a. If you drive to work, is the cost of parking subsidized by your employer?

- ☐ Yes (\$ \_\_\_\_\_/month) ☐ No

b. If you ride mass transit, is the cost of your commute subsidized by your employer?

- ☐ Yes (\$ \_\_\_\_\_/month) ☐ No

11. Please rate downtown Baltimore on the following characteristics:

Characteristic	Rating		
	Poor	Adequate	Good
Cleanliness			
Safety			
Attractiveness			
Accessibility by public transportation			
Accessibility by car			
Parking			
Public signs			
Merchant friendliness			
Business hours			
Range of goods and services available			
Activities and events			

**12. Which of these things do you usually buy in downtown Baltimore, and how much do you spend, on average?**

Product/service	Amount spent per month	Where do you buy this?		
		Downtown	Elsewhere	Don't buy
Restaurant/deli				
▪ Breakfast				
▪ Lunch				
▪ Dinner				
▪ Snacks				
Groceries				
Pharmaceuticals				
Cosmetics				
Cards/gifts				
Video, DVD rentals				
CDs, recorded music				
Magazines, newspapers				
Books				
Floral arrangements				
Women's clothes				
Men's clothes				
Children's clothes				
Toys, games				
Office supplies				
Postage/mail services				
Computers, software				
Furniture				
Home furnishings				
Electronics				
Appliances				
Daycare				
Gasoline				
Auto repair				
Hair, nail, skin care				
Gym/exercise				
Legal services				
Banking services				
Investment services				
Insurance services				
Movies/entertainment				
Other:				
Other:				
Other:				

It would be very helpful to us to know the ages, ethnicity, and other characteristics of people who complete this survey. *This survey is anonymous, and this information is completely confidential.*

**13. Age:**

- |                                   |                                      |
|-----------------------------------|--------------------------------------|
| <input type="checkbox"/> Under 18 | <input type="checkbox"/> 45-54       |
| <input type="checkbox"/> 18-24    | <input type="checkbox"/> 55-64       |
| <input type="checkbox"/> 25-34    | <input type="checkbox"/> 65-74       |
| <input type="checkbox"/> 35-45    | <input type="checkbox"/> 75 and over |

**14. Household income:**

- |  |  |
|--|--|
| <input type="checkbox"/> Under \$10,000    | <input type="checkbox"/> \$30,000-\$40,000 |
| <input type="checkbox"/> \$10,000-\$15,000 | <input type="checkbox"/> \$40,000-\$50,000 |
| <input type="checkbox"/> \$15,000-\$20,000 | <input type="checkbox"/> \$50,000-\$70,000 |
| <input type="checkbox"/> \$20,000-\$30,000 | <input type="checkbox"/> \$70,000 and over |

**15. Ethnicity:**

- ☐ African American
- ☐ Asian
- ☐ Latino/Hispanic
- ☐ Native American
- ☐ White
- ☐ Other (\_\_\_\_\_)

**16. Household size:**

- |                                       |  |
|---------------------------------------|--|
| <input type="checkbox"/> One person   | <input type="checkbox"/> Four people         |
| <input type="checkbox"/> Two people   | <input type="checkbox"/> Five or more people |
| <input type="checkbox"/> Three people |  |

**17. Do you feel that the businesses in downtown Baltimore meet your needs? Are there additional businesses you would like to see in downtown Baltimore?**

**18. Is there anything else you would like to tell us about downtown Baltimore?**

*Springfield, Illinois*

## **DOWNTOWN VISITORS' SURVEY**

Thank you, very much, for helping us by taking a moment to complete this survey. By completing this survey, you will help us understand the impact of Federal Government offices in downtown Springfield. *The information you give us is completely confidential.* We do not need to know your name or any other identifying information about you. The information you give us is completely private.

When you have finished this survey, please place it in the sealed box or hand it to the survey representative. If you have any questions, please do not hesitate to ask the survey representative for help.

### **1. Where do you work?**

- ☐ In or near downtown Springfield
- ☐ Elsewhere in Springfield
- ☐ Outside Springfield (approx. \_\_\_\_\_ miles from downtown)
- ☐ I'm a student
- ☐ I'm retired or not employed

### **2. Where do you live?**

- ☐ In or near downtown Springfield
- ☐ Elsewhere in Springfield
- ☐ Outside Springfield

### **3. How did you get downtown today?**

- ☐ Walked
- ☐ Bus
- ☐ Taxi
- ☐ Train
- ☐ Car
- ☐ Bike

### **4. If you came by car, where did you park?**

- ☐ On-street, metered space
- ☐ On-street, non-metered space
- ☐ Public parking lot
- ☐ Private parking lot

### **5. Is your *primary* reason for coming downtown today to visit a Federal office?**

- ☐ No (if *no*, what is your primary reason? \_\_\_\_\_)
- ☐ Yes

**6. Please tell us what other things you plan to do while you are downtown today  
(check all that you plan to do).**

- ☐ Shop
- ☐ Eat a meal in a restaurant
- ☐ Breakfast
- ☐ Lunch
- ☐ Dinner
- ☐ Snack
- ☐ Visit a professional office (attorney, doctor, insurance agent, stock broker, etc.)
- ☐ Work
- ☐ Go to the post office
- ☐ Go to the bank
- ☐ Go to the library
- ☐ Attend a movie, concert, or other cultural event
- ☐ Attend a special event or festival
- ☐ Visit a historic site
- ☐ Visit friends
- ☐ Visit a state government office
- ☐ Visit a local government office
- ☐ Other (\_\_\_\_\_)
- ☐ Other (\_\_\_\_\_)

**7. There are several Federal offices in the downtown area. In the following section,  
please tell us how often you usually visit each of these offices.**

Agency	How often do you visit this Federal office?				
	Daily	1-2x/week	1-2x/month	1-4x/year	Never
US District Court					
US Bankruptcy Court					
US Court of Appeals					
US Marshals Service					
US Attorneys Office					
FBI					
Alcohol, Tobacco & Firearms					
Secret Service					
Social Security Administration					
GSA - Public Buildings Svc.					
GSA - Federal Technology Svc.					
Food and Consumer Service					
Health Care Financing Admin.					
US Senate					
Other (_____)					
Other (_____)					
Other (_____)					

**8. When you visit one of the following Federal offices, what is usually your *primary* reason for doing so?**

Agency	What is your <i>primary</i> reason for visiting these agencies?			
	Routine business	Special need or request	Attending a special event	Other
US District Court				
US Bankruptcy Court				
US Court of Appeals				
US Marshals Service				
US Attorneys Office				
FBI				
Alcohol, Tobacco, Firearms				
Secret Service				
Social Security Admin.				
GSA - Public Bldgs. Service				
GSA - Fed. Technology Svc.				
Food and Consumer Service				
Health Care Financing Admin				
US Senate				
Other (_____)				
Other (_____)				
Other (_____)				

**9. Where do you *usually* shop for the following products and services? Please check **ONLY ONE** box for each product and service.**

Product/service	Where do you USUALLY shop for this?				
	Downtown	Mall or strip center	Discount store	Mail or online	I never buy this
Restaurant/deli					
Groceries					
Pharmaceuticals					
Cosmetics					
Cards/gifts					
Video, DVD rentals					
CDs, recorded music					
Magazines, newspapers					
Books					
Floral arrangements					
Women's clothes					
Men's clothes					
Children's clothes					
Toys, games					
Office supplies					

Product/service <i>(continued)</i>	Downtown	Mall or strip center	Discount store	Mail or online	I never buy this
Postage/mail services					
Computers, software					
Furniture					
Home furnishings					
Electronics					
Appliances					
Daycare					
Gasoline					
Auto repair					
Hair, nail, skin care					
Gym/exercise					
Legal services					
Banking services					
Investment services					
Insurance services					
Movies/entertainment					

**10. Please rate downtown Springfield on the following characteristics:**

Characteristic	Rating		
	Poor	Adequate	Good
Cleanliness			
Safety			
Attractiveness			
Accessibility by public transportation			
Accessibility by car			
Parking			
Public signs			
Merchant friendliness			
Business hours			
Range of goods and services available			
Activities and events			

**11. What new businesses, services, stores and/or restaurants would you like to see in downtown Springfield?**

It would be helpful to us to know the ages, ethnicity, and other characteristics of people who complete this survey. *This survey is anonymous, and this information is completely confidential.*

**12. Age:**

- |                                   |                                      |
|-----------------------------------|--------------------------------------|
| <input type="checkbox"/> Under 18 | <input type="checkbox"/> 45-54       |
| <input type="checkbox"/> 18-24    | <input type="checkbox"/> 55-64       |
| <input type="checkbox"/> 25-34    | <input type="checkbox"/> 65-74       |
| <input type="checkbox"/> 35-45    | <input type="checkbox"/> 75 and over |

**13. Household income:**

- |  |  |
|--|--|
| <input type="checkbox"/> Under \$10,000    | <input type="checkbox"/> \$30,000-\$40,000 |
| <input type="checkbox"/> \$10,000-\$15,000 | <input type="checkbox"/> \$40,000-\$50,000 |
| <input type="checkbox"/> \$15,000-\$20,000 | <input type="checkbox"/> \$50,000-\$70,000 |
| <input type="checkbox"/> \$20,000-\$30,000 | <input type="checkbox"/> \$70,000 and over |

**14. Ethnicity:**

- ☐ African American
- ☐ Asian
- ☐ Latino/Hispanic
- ☐ Native American
- ☐ White
- ☐ Other (\_\_\_\_\_)

**15. Household size:**

- |                                       |  |
|---------------------------------------|--|
| <input type="checkbox"/> One person   | <input type="checkbox"/> Four people         |
| <input type="checkbox"/> Two people   | <input type="checkbox"/> Five or more people |
| <input type="checkbox"/> Three people |  |

**16. Gender**

- ☐ Female
- ☐ Male

**17. Do you own or rent your home?**

- ☐ Own
- ☐ Rent

**18. Is there anything else you would like to tell us about downtown Springfield?**

*Thanks!*

U.S. General Services Administration *and* the National Trust for Historic Preservation

*Downtown Athens, Georgia*

## **SURVEY of FEDERAL AGENCIES**

Thank you, very much, for helping us by providing the following information about this Federal agency. Your information will be very valuable to us in estimating the economic benefits of Federal facilities and Federal agencies to the central business districts in which they are located. When you have completed this survey, please return it in the enclosed envelope to:

Kennedy Smith, *director*  
National Main Street Center  
National Trust for Historic Preservation  
1785 Massachusetts Avenue, NW  
Washington, DC 20036

If you have any questions about this survey, please feel free to call Kennedy at 202.588.6219 or to email her at [kennedy\\_smith@nthp.org](mailto:kennedy_smith@nthp.org).

### Part I: General information about this Federal agency

**1. Name of agency** \_\_\_\_\_

**2. Building name (if applicable)** \_\_\_\_\_

**3. Street address** \_\_\_\_\_

**4. Number of staff:**

\_\_\_\_\_ Full-time (\_\_\_\_\_ Contract      \_\_\_\_\_ Temporary)

\_\_\_\_\_ Part-time (\_\_\_\_\_ Contract      \_\_\_\_\_ Temporary)

**5. What are this agency's normal hours of operation?**

\_\_\_\_\_ Monday                      \_\_\_\_\_ Friday

\_\_\_\_\_ Tuesday                      \_\_\_\_\_ Saturday

\_\_\_\_\_ Wednesday                      \_\_\_\_\_ Sunday

\_\_\_\_\_ Thursday

**6. Is this agency open to the public?**

- ☐ No
  - ☐ Yes, all the time
  - ☐ Yes, but only at certain times (please describe: \_\_\_\_\_)
- \_\_\_\_\_)

**7. If this agency is open to the public, please describe the general types of activities for which the public visits this agency (*e.g., filing claims; consulting with an agency representative; getting general information; etc.*).**

**8. On average, how many people visit this office each week? \_\_\_\_\_**

**9. Are there particular times of the month, or times of the year, when the number of visitors is higher than others? If so, please describe:**

**10. Does this agency host public events (such as open houses or exhibits)? If so, please describe the events and when they typically take place, and tell us if they are held in this agency's office, elsewhere in this facility, or in another facility.**

**11. Do you provide free parking spaces, or parking for a fee, to staff?**

- ☐ Yes (# spaces of free parking: \_\_\_\_\_)
- ☐ Yes (# spaces of parking for a fee: \_\_\_\_\_)
- ☐ No, we don't provide any parking spaces for staff

**12. Do you provide free parking spaces, or parking for a fee, to clients?**

- ☐ Yes (# spaces of free parking: \_\_\_\_\_)
- ☐ Yes (# spaces of parking for a fee: \_\_\_\_\_)
- ☐ No, we don't provide any parking spaces for clients

**13. Do you pay for staff expenses for public transportation?**

- ☐ Yes (\$/month: \_\_\_\_\_)
- ☐ No, we don't pay any staff expenses for public transportation

**Part II: Lease information**

**14. Number of years this agency has been located in this facility \_\_\_\_\_**

**15. Number of years this agency has been located in downtown Athens \_\_\_\_\_**

**16. Current lease term:**

\_\_\_\_\_ Length of lease (years)

\_\_\_\_\_ Start date

\_\_\_\_\_ End date

**17. Current lease amount:**

\_\_\_\_\_ Current-year rent per square foot

\_\_\_\_\_ \$/square foot in tenant build-out costs at beginning of lease

\_\_\_\_\_ \$ in additional tenant improvements made since beginning of lease

**18. What services and amenities are included in your lease?**

- |  |   |
|--|---|
| <input type="checkbox"/> Electricity                 | <input type="checkbox"/> Routine maintenance/repair         |
| <input type="checkbox"/> Air conditioning            | <input type="checkbox"/> On-site parking (# spaces: _____)  |
| <input type="checkbox"/> Heating                     | <input type="checkbox"/> Off-site parking (# spaces: _____) |
| <input type="checkbox"/> Water                       | <input type="checkbox"/> Security                           |
| <input type="checkbox"/> Telephone                   | <input type="checkbox"/> Daycare                            |
| <input type="checkbox"/> Internet services           | <input type="checkbox"/> Storage                            |
| <input type="checkbox"/> In-building LAN             | <input type="checkbox"/> Other (_____)                      |
| <input type="checkbox"/> Janitorial/trash collection | <input type="checkbox"/> Other (_____)                      |
| <input type="checkbox"/> Office cleaning             | <input type="checkbox"/> Other (_____)                      |

**19. Does your agency plan to move or expand within the next few years? If so, please briefly describe your agency's plans and space needs.**

**20. Do you feel your agency's security needs are adequately met in this facility?**

Part III: Supplies and contracts

**21. For each of the following building maintenance services, please tell us how much your agency typically spends on each of the following services *for services NOT provided by the building management company* and the location of your *primary* procurement source. In the spaces marked "Other," please add other building maintenance services which you routinely purchase and tell us where you usually procure these services, also.**

FY2001 FC	Product or service	Amt. spent annually	Location of primary procurement source ( <i>check one</i> )			
			Downtown Athens	Other local source	Other source within state	Out-of-state source
<b>PGA10: Cleaning</b>						
PGA11	Building cleaning	\$				
PGA12	Grounds/roads maint.					
PGA13	Trash					
<b>PGA30: Utilities/Fuel</b>						
PGA31	Gas					
PGA32	Water/sewage					
PGA33	Electric					
PGA34	Steam					
PGA35	Renewable energy					
PGA36	Oil					
PGA37	Chilled water					
PGA38	Energy svgs perf. contracts					
PGA39	Utility-fin. energy products					
<b>PGA40: Mechanical O&amp;M</b>						
PGA41	Electric					
PGA42	HVAC					
PGA43	Plumbing/sewage					
PGA44	Elevator maintenance					
PGA45	Fire protection					
PGA46	Maintenance repairs					
PGA47	General mechanical					
<b>PGA50</b>	<b>Space changes</b>					
<b>PGA60: Building support</b>						
PGA61	Building supplies					
PGA63	Moving					
PGA64	Cafeteria					
<b>Building protection</b>						
PKG10	Uniformed operations					
PKG20	Security guarding					
PKG30	Security systems					
PKG40	Control center/communic.					
PKG50	Criminal investigations					
PKG60	Law enforcement/security officer					
PKG70	Physical security					
Other:						
Other:						
Other:						

Part III: Supplies and contracts (*continued*)

**22. For each of the following office administration services, please tell us the location of your *primary* procurement source. In the spaces marked "Other," please add other office administration services which you routinely purchase and tell us where you usually procure these services, also.**

Product or service	Amount spent annually	Location of primary procurement source			
		Downtown Athens	Other local source	Other source within state	Outofstate source
Printing	\$				
Photocopying					
Photocopier/repair					
Photocopier supplies					
Fax/repair					
Fax/supplies					
Computer hardware					
Computer software					
Computer repair					
Computer programming					
Telephone					
Internet service					
Photographic equipment					
Photographic supplies					
Film processing					
Digital imaging service					
General office supplies					
Sign making					
Furniture rental					
Furniture purchase					
Coffee service					
Snack service					
Courier service					
Postage					
Banking services					
Insurance (property)					
Insurance (pers. injury)					
Insurance (health)					
Insurance (disability)					
Insurance (life)					
Realtor					
Temp employment agency					
Advertising					
Other:					
Other:					

**23. Are there any other ways in which you believe your agency affects the economy of downtown Athens (either positively or negatively)? If so, please describe.**

U.S. General Services Administration *and* the National Trust for Historic Preservation

*Downtown Baltimore, Maryland*

## **SURVEY of FEDERAL FACILITIES**

Thank you, very much, for helping us by providing the following information about this Federal facility. Your information will be very valuable to us in estimating the economic benefits of Federal facilities and Federal agencies to the central business districts in which they are located. When you have completed this survey, please return it in the enclosed envelope to:

Kennedy Smith, *director*  
National Main Street Center  
National Trust for Historic Preservation  
1785 Massachusetts Avenue, NW  
Washington, DC 20036

If you have any questions about this survey, please feel free to call Kennedy at 202.588.6219 or to email her at [kennedy\\_smith@nthp.org](mailto:kennedy_smith@nthp.org).

### Part I: General information about this facility

**1. Name of building (if applicable)** \_\_\_\_\_

**2. Street address** \_\_\_\_\_

**3. Date building constructed** \_\_\_\_\_

**4. Is this building listed on the National Register of Historic Places, a state register, and/or a local register?**

	Yes	No	Not sure
National Register of Historic Places			
State register			
Local register			

**5. Is this building located within a historic district listed on the National Register of Historic Places, a state register, and/or a local register?**

	Yes	No	Not sure
National Register historic district			
State historic district			
Local historic district			

**6. What hours is this building usually open to the public?**

\_\_\_\_\_ Monday

\_\_\_\_\_ Saturday

\_\_\_\_\_ Tuesday

\_\_\_\_\_ Sunday

\_\_\_\_\_ Wednesday

\_\_\_\_\_ Thursday

\_\_\_\_\_ Friday

**7. Are there any public events or activities which take place in this building on a regular basis? Please describe.**

**8. Please describe the building's security system and the security protocol for employees and visitors.**

**9. Is this building located on:**

- ☐ A mass-transit bus line?
- ☐ A commuter or Amtrak rail line?

Part II: Building occupancy

**10. Please list each Federal agency located in this facility and tell us how many square feet each agency occupies and how many years it has been located in this facility.**

Agency	Square Feet	Annual rent/SF	Years in this facility

**11. What amenities and services are generally included in your leases with Federal tenants? (*please check all that apply*)**

- |  |   |
|--|---|
| <input type="checkbox"/> Electricity                 | <input type="checkbox"/> Routine maintenance/repair         |
| <input type="checkbox"/> Air conditioning            | <input type="checkbox"/> On-site parking (# spaces: _____)  |
| <input type="checkbox"/> Heating                     | <input type="checkbox"/> Off-site parking (# spaces: _____) |
| <input type="checkbox"/> Water                       | <input type="checkbox"/> Security                           |
| <input type="checkbox"/> Telephone                   | <input type="checkbox"/> Daycare                            |
| <input type="checkbox"/> Internet services           | <input type="checkbox"/> Storage                            |
| <input type="checkbox"/> In-building LAN             | <input type="checkbox"/> Other (_____)                      |
| <input type="checkbox"/> Janitorial/trash collection | <input type="checkbox"/> Other (_____)                      |
| <input type="checkbox"/> Office cleaning             | <input type="checkbox"/> Other (_____)                      |

**12. Please list each non-Federal tenant located in this facility and tell us how many square feet each tenant occupies, its total annual rent *per square foot*, and how many years it has been in this facility.**

Tenant	Square Feet	Annual rent/SF	Years in this facility
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			
Name:			
Type of business:			

**13. What amenities and services are generally included in your leases with non-Federal tenants? (*please check all that apply*)**

- |  |   |
|--|---|
| <input type="checkbox"/> Electricity                 | <input type="checkbox"/> Routine maintenance/repair |
| <input type="checkbox"/> Air conditioning            | <input type="checkbox"/> On-site parking            |
| <input type="checkbox"/> Heating                     | <input type="checkbox"/> Off-site parking           |
| <input type="checkbox"/> Water                       | <input type="checkbox"/> Security                   |
| <input type="checkbox"/> Telephone                   | <input type="checkbox"/> Daycare                    |
| <input type="checkbox"/> Internet services           | <input type="checkbox"/> Storage                    |
| <input type="checkbox"/> In-building LAN             | <input type="checkbox"/> Other (_____)              |
| <input type="checkbox"/> Janitorial/trash collection | <input type="checkbox"/> Other (_____)              |
| <input type="checkbox"/> Office cleaning             | <input type="checkbox"/> Other (_____)              |

**14. Please list all current vacancies in this facility and, for each vacancy, tell us the square footage, the location, the desired rent per square foot, and the type of tenant you would most like to find.**

SqFt avail.	Location	Rent/SF	Desired tenant type

**15. Is there anything else that you think would be helpful for us to know about this facility's rental rates, lease terms, amenities provided, public accessibility, or other aspects of the facility's tenancy?**

Part III: Supplies and contracts

**16. For each of the following building maintenance services, please tell us the location of your *primary* procurement source. In the spaces marked "Other," please add other building maintenance services which you routinely purchase and tell us where you usually procure these services, also.**

FY2001 FC	Product or service	Amt. spent annually	Location of primary procurement source ( <i>check one</i> )			
			Downtown Baltimore	Other local source	Other source within the state	Out-of-state source
<b>PGA10: Cleaning</b>						
PGA11	Building cleaning	\$				
PGA12	Grounds/roads maint.					
PGA13	Trash					
<b>PGA30: Utilities/Fuel</b>						
PGA31	Gas					
PGA32	Water/sewage					
PGA33	Electric					
PGA34	Steam					
PGA35	Renewable energy					
PGA36	Oil					
PGA37	Chilled water					
PGA38	Energy svgs perf. contracts					
PGA39	Utilityfin. energy products					
<b>PGA40: Mechanical O&amp;M</b>						
PGA41	Electric					
PGA42	HVAC					
PGA43	Plumbing/sewage					
PGA44	Elevator maintenance					
PGA45	Fire protection					
PGA46	Maintenance repairs					
PGA47	General mechanical					
<b>PGA50</b>	<b>Space changes</b>					
<b>PGA60: Building support</b>						
PGA61	Building supplies					
PGA63	Moving					
PGA64	Cafeteria					
<b>Building protection</b>						
PKG10	Uniformed operations					
PKG20	Security guarding					
PKG30	Security systems					
PKG40	Control center/communic.					
PKG50	Criminal investigations					
PKG60	Law enforcement/security officer					
PKG70	Physical security					
Other:						
Other:						
Other:						

Part III: Supplies and contracts (*continued*)

**17. For each of the following office administration services, please tell us the location of your *primary* procurement source. In the spaces marked "Other," please add other office administration services which you routinely purchase and tell us where you usually procure these services, also.**

Product or service	Amount spent annually	Location of primary procurement source			
		Downtown Baltimore	Other local source	Other source within the state	Outofstate source
Printing	\$				
Photocopying					
Photocopier/repair					
Photocopier supplies					
Fax/repair					
Fax/supplies					
Computer hardware					
Computer software					
Computer repair					
Computer programming					
Telephone					
Internet service					
Photographic equipment					
Photographic supplies					
Film processing					
Digital imaging service					
General office supplies					
Sign making					
Furniture rental					
Furniture purchase					
Coffee service					
Snack service					
Courier service					
Postage					
Banking services					
Insurance (property)					
Insurance (pers. injury)					
Insurance (health)					
Insurance (disability)					
Insurance (life)					
Realtor					
Temp employment agency					
Advertising					
Other:					
Other:					